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Local capacity for the implementation of the National Tourism Sector Strategy (NTSS)

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By

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DECLARATION

I Senzo Nkala Student no 500811 am registered for Masters of Management in Public Policy in the year 2014.

I hereby declare the following:

I confirm that the research report is my own unaided work. I have followed the required conventions in referencing the thoughts and ideas of others. I am aware that the correct method for referencing material and discussion on what plagiarism is are explained in the P&DM Style Guide and these issues have been discussed in class during Orientation and documented in the Introduction and Orientation Guide.

I am aware that plagiarism (the use of someone else's work without their permission and/or without acknowledging the original source) is wrong. I understand that the University of the Witwatersrand may take disciplinary action against me if there is a belief that this is not my own unaided work or that I have failed to correctly acknowledge the source of ideas or words in my writing. (Wits declaration)

B.B.S. Nkala

Blessing Bongumusa Senzo Nkala

Date: 10 April 2014

ABSTRACT

This thesis provides results on the research undertaken to examine local capacity for the implementation of the National Tourism Sector Strategy (NTSS). The research focused on the two provinces of Gauteng and the North West, with particular reference to Bojanala and West Rand District Municipalities and their local municipalities. Principally, the research sought to examine the extent of municipalities' capacity to implement the NTSS. This was done through interrogating issues pertaining to tourism related human resources, budget allocation, alignment and intergovernmental relations, and support from local leaders, etc. The research is theoretically situated in terms of intergovernmental relations, with particular reference to the implementation of public policy.

In-person interviews were conducted with provincial tourism managers in the two provinces, district managers in the two district municipalities, the manager responsible for the development of the NTSS at national level, and tourism officers from all local municipalities in Bojanala and West Rand District municipalities (this excludes Randfontein Municipality). The results of the research show that these municipalities are to a large extent not capacitated to implement the NTSS. This conclusion was arrived at after considering a number of factors. The challenges confronting the municipalities were in main budgetary, lack of alignment between the IDPs and the objectives of the NTSS, insufficient tourism related human resources, and lack of support from other tiers of government to municipalities.

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ABBREVIATIONS AND ACRONYMS

BPDGDS: Bojanala Platinum District Growth and Development Strategy

BEE: Black Economic Empowerment

CATHSSETA: Culture, Arts, Tourism, Hospitality and Sport Education and Training Authority

GDP: Gross Domestic Product

G20: Group of 20 Finance Ministers and Central Bank governors from major countries

GTA: Gauteng Tourism Authority

GTSS: Gauteng Tourism Sector Strategy

IDP: Integrated Development Plan

LED: Local Economic Development

MEC: Member of the Executive Committee

MFMA: Municipal Finance Management Act

MMC: Member of the Mayoral Committee

NDT: National Department of Tourism

NTSS: National Tourism Sector Strategy

PGDS: Provincial Growth and Development Strategy

SMME: Small Medium and Micro Enterprise

T20: Tourism Ministers of the G20 countries

TEP: Tourism Enterprise Partnership

USA: United States of America

WRDTS: West Rand District Tourism Strategy

TABLE OF CONTENTS

Declaration	i
Abstract	ii
Acknowledgements	iii
Abbreviations and acronyms	iv
CHAPTER 1: INTRODUCTION	**1**
Background	1
Research problem	2
Value of the study	3
Field of study	3
Definition of concepts	3
Brief reflection on existing plans/structures	6
National Tourism Sector Strategy	6
Integrated Development Plan	8
North West Tourism Master Plan	9
Gauteng Tourism Sector Strategy	9
Bojanala Platinum District Growth and Development Strategy	9
West Rand District Tourism Sector Strategy	10
West Rand Development Agency	10
List outlining documents for documentary analysis	10
Structure of the research report	11
Conclusion	13
CHAPTER 2: LITERATURE REVIEW AND THEORY	**15**
Introduction	15
Approaches to public policy making	15
Theoretical framework	17
Brief outline of the theory	17

Generations of implementation researchers 18
Theory underpinning the study 19
Factors influencing implementation: supporting theories 21
Significance of conducting tourism implementation research 26
Analysis of existing documents 28
Constitution of Republic of South Africa, Act 108 0f 1996 28
White Paper on the development and promotion of tourism in South Africa, 1996 29
Tourism Act of 1993 and Tourism Bill of 2012 30
National Tourism Sector Strategy 2011 30
Municipal Structures Act no 117 of 1998 31
Municipal Systems Act no 32 of 2000 31
Municipal Finance Management Act no 56 of 2003 and Local Government Budgets and Expenditure Review 2011 32
Conclusion 33
CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY 35
Introduction 35
Study population and sampling 36
Approach and rationale 39
Research questions and questionnaire content 40
Collection of data 41
Interviews 42
Recording and transcription 43
Documentary analysis 45
Ethical issues 49
Approach to the analysis of results 50
Limitations of the study 51

Conclusion 51

CHAPTER 4: PRESENTATION AND ANALYSIS OF THE RESULTS 53

Introduction 53

Results 54

Tourism related human resources 54

Qualification of tourism officers and tourism managers 54

Existence of a tourism unit in case study municipalities and provinces 55

Training 58

Alignment and intergovernmental relations 59

Integration of tourism and the NTSS into IDPs and Master Plans 60

Existence of tourism forums in case study municipalities and provinces 61

Familiarity with and alignment of the NTSS with local IDP objectives, district and provincial plans 63

Support from local political leaders 65

Budget 66

Consultation and implementation 68

Consultation on the NTSS 68

Existence of the implementation plan 69

Suggestion for the improvement of NTSS implementation 70

Interpretation of the findings 73

Conclusion 74

CHAPTER 5: LESSONS LEARNED, RECOMMENDATIONS AND WAY FORWARD 76

Lessons learned 76

Recommendations 79

Way forward 79

Conclusion 80

REFERENCES 87

LIST OF INTERVIEWEES AND DATES 88

APPENDIX A 89

Cover letter 89

Schedules of interviews 90

Section A: Questions for tourism officers at municipal level 90

Section B: Open-ended questions for tourism managers at district level 96

Section C: Open-ended questions for tourism managers at provincial level 99

Section D: Open-ended questions for a tourism manager at the National Department of Tourism 101

LIST OF TABLES AND DIAGRAMS

Diagram 1 Institutions and inter-relations 7

Table 1 List of pertinent documents 11

Table 2 Synthesis of factors influencing implementation 24

Table 3 Details of the interviews conducted 37

Table 4 Approaches to studying documents 48

Table 5 Qualification of tourism officers 55

Table 6 Presence of tourism unit in municipalities 56

Table 7 Training 58

Table 8 Arrangement of tourism related institutions 61

CHAPTER 1:

INTRODUCTION

1.1. Background

The South African government has developed a wide range of strategies and turn-around strategies in order to promote public service delivery and policy implementation in general. However, a number of these strategies appear to be inadequately implemented. Policy analysts, commentators, disgruntled communities and to a larger extent government, acknowledge the problem around the translation of strategies and policies into concrete action.

In her article entitled *poverty alleviation strategies in South Africa,* Rita Ozoemena (2010), lamented the failure of government to reduce inequality and policies that are not well implemented. In similar vein, Sayed et al. (2007) observed when researching education and implementation issues that South Africa has laudable educational policies, yet questions of implementation and the impact of such policies remain unanswered.

The challenges around implementation of policies are obviously not limited to South Africa. Governments across the world often struggle when it comes to policy implementation. They suffer from what Elmore (1978, p. 241) refers to as grand pretensions, faulty execution and puny results. In South Africa, municipal capacity is always in the spotlight whenever there are implementation challenges (Municipal Capacity Assessment, 2011, p. i). Some will go to the extent of apportioning blame to municipalities for failure of implementation. Accordingly, this study interrogates issues of municipal capacity in relation to implementation of the National Tourism Sector Strategy (NTSS).

The NTSS was developed by South Africa's National Department of Tourism (NDT) to drive tourism development in the country. The strategy seeks to grow the tourism sector's absolute contribution to the economy, promote people development and decent work in the tourism sector and deliver a world class visitor experience (NTSS, 2011, p. 10). The success of the NTSS depends on the capacity of local government to deliver on its objectives. The research therefore seeks to examine local capacity for the implementation of the NTSS.

In order to examine local capacity for the NTSS implementation, a framework of analysis has been developed, lifting out pertinent issues to be probed in this study. These issues are:

- Tourism human resources;
- Budget for tourism;

- Budget for implementing the NTSS;
- Tourism qualifications;
- Institutional arrangements;
- Training; and
- Support from political leadership.

1.2. Research problem

Numerous strategies have been developed with a view to improve public service delivery in South Africa. However, the capacity to implement these strategies appears to be inadequate. There is a growing concern from policy makers and commentators on the lack of translation of some strategies into action. In highlighting this concern, Cloete and De Coning (2011, p. 136) remarked that 'policy implementation seems to have a very special characteristic in that it is crucial, yet people act as if it does not exist'.

In South Africa, the failure to implement policy is often blamed on the lack of capacity of municipalities (De Jong, 2009). It appears that apportioning blame to implementers is the well-established trend throughout the world. Hill and Hupe (2009, p. 166) observe the tendency of policy formulators to blame implementers in the event of disappointing results.

This research therefore seeks to examine local state capacity for the implementation of the NTSS. In order to get answers that will address the research questions – around the issue of policy implementation in the tourism sector in South Africa and capacity thereof at local level – the primary research question for this Masters research project is: To what extent are municipalities in South Africa capacitated to implement the NTSS?

The interest in the implementation of tourism policies, in particular, the national strategy, is as a result of the growing stature of tourism becoming a major force in the global economy. In 2008 globally, the travel and tourism industry had a turnover of $6,477.2 billion and supported 234 million jobs, which was 8.7 percent of total world employment (Cooper et al., 2008, p. 3). According to the United Nations World Tourism Organisation (UNWTO), the business of tourism equals or even surpasses that of oil exports, food products or automobiles. The focus on the capacity of municipalities to deliver on the NTSS should therefore be understood in the above context.

To comprehend municipalities' capacity to deliver on the tourism strategy, a number of follow-up questions emanate from the above primary research question. These are supplementary questions such as:

What are the available tourism related human resources in municipalities? What is the budget allocated for the implementation of the NTSS by both the national government and local municipality? What are the institutional arrangements in place to help ensure implementation? What training/skills have municipalities obtained to implement the NTSS? Is there alignment between the NTSS targets and the more general municipal targets?

1.3. Value of the study

The study will make a contribution towards understanding the challenges of policy implementation. This includes unearthing whether or not government pays the necessary attention to tourism policy implementation and its requisites. In addition, it may shed light on whether municipalities are unfairly or fairly blamed for problems of implementation. Most importantly, the study will illuminate issues that the national spheres ought to consider when pronouncing on national strategies.

Apart from that, the study is important in that there appears to be a lacuna in tourism public policy studies. This can be attributed to the fact that the South African government has identified tourism as a key economic sector (i.e. 2009) and subsequently established a reorganised department responsible for tourism (Zuma, 2009).

1.4. Field of study

This is a public policy study in that it deals with a particular aspect of government policy making. It specifically focuses on the phase of policy implementation by examining the capacity of a set of municipalities to implement the NTSS. The intention is to bring to the fore the importance of implementation and the detailed planning of implementation processes within the policy making process.

1.5 Definition of concepts

Due to numerous concepts and terms being used in this thesis, it is important to establish the same understanding by unpacking what each of these concepts connotes. This section does not assume that there is a homogenous understanding of the concepts used in the thesis, hence the need to define all prior to addressing substantive issues in the theory, methodology and research results.

Tourism is defined by the United Nations World Tourism Organisation (UNWTO) as the activities of a person travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes (UNWTO and UNSTAT, 1994).

The definition by the UNWTO conveys what Cooper et al. (2008, p. 11) refer to as the essential nature of tourism i.e. tourism arises out a movement of people to and their stay in various places or destinations, that there are two elements in tourism-the-journey and the-stay-at-the-destination. The journey takes place outside the usual environment, and the movement to the destination is temporary. A tourist can be classified in two basic ways that relate to the nature of their trip. Firstly, Cooper et al. (2008, p. 15) classify tourists as either domestic or international, and secondly classify tourists by the purpose of the visit category i.e. leisure and recreation tourist, business and professional tourist and tourists for other purposes such as health.

The concepts of public policy, policy and policy implementation are also integral to the investigation of the theme. In order to get to this conceptualisation, it is important to unpack the notion of public and private goods as they relate to public policy. The concept of public in public policy was exhaustively addressed by economists who suggested an analysis of the public and private in terms of goods (Parsons, 2005, p. 10). Public goods or services are available to all and produced by the state, whereas private goods are produced by the markets and consumed on pay (Parsons, 2005, p. 10). The issue about the existence of a pure public good has, however, been the subject of constant curiosity, with others arguing that some public goods cannot be categorised as public because of the need to pay for them (Parsons, 2005, p. 11). For example, a public good may be privately provided and consumed after a charge or user fee has been paid (Parsons, 2005, p. 11).

There are various definitions of public policy. Frederich (1963, p. 79) defines public policy as a proposed course of action of a person, group, or government within a given environment, providing obstacles and opportunities which the policy was proposed to utilise and overcome, in an effort to reach a goal or realise an objective. Whilst Brooks (1989, p. 16) refers to public policy as the broad framework of ideas and values within which decisions are taken and action or inaction is pursued by governments in relation to some issue or problem. For the purpose of this research project, public policy refers to whatever governments decide to do or not to do (as conceptualised by Dye, 1972, p. 18).

An assessment of the definition of policy reveals that no universal definition of policy exists. Accordingly, the assessment of various definitions can be used to explore the multidimensional nature of policy and establish the key elements of the definitions (Brynard, 2003). Easton (1953, p. 129) defines policy as an authoritative allocation through the political process of values to groups or individuals in society. Hanekom (1987, p. 7) defines policy as an activity preceding the publication of a goal, while a policy statement is the making known, the formal articulation, the declaration of intent or the publication of the goal to be pursued. Dye (1978, pp. 4-5) also defines policy as a comprehensive framework of and or interaction relating to the policy domain, while Starling (1979, p. 4) defines policy as a kind of guide that delimits action. Ranney (1968, p. 7) conceptualises policy as the declaration and an implementation of intent.

Implementation studies emerged as a result of complaints that scholars interested in public policy had neglected the implementation of legislative statutes and court decisions in favour of the process of policy adoption and the narrow field of administrative and judicial behaviour (Sabatier and Mazmanian, 1980, p. 538). In addition, implementation studies emerged as a reaction to a growing concern over the effectiveness of wide-ranging reform programs in the United States of America (USA) around the 1970s (Sabatier and Mazmanian, 1980, p. 538).

Interestingly, and this relates to the 1960s period, it had been taken for granted that political mandates were clear and administrators were thought to implement policies according to the intentions of decision makers. The process of translating policies into action therefore attracted more attention as polices seemed to lag behind (Fischer et al., 2006). Put simply, the focus on implementation gained traction after it became clear that there are difficulties in putting policies into action. From the policy analysis point of view, Elmore (1979-1980, p. 605) pointed out that the emergence of implementation as a subject for policy analysis coincided with the discovery by policy analysts that decisions are not self-executing. He emphasised that policy choices matter little if the mechanisms for implementing those policy choices are poorly understood. Similarly, strategy implementation has not received much attention compared to strategy formulation (Smith, 1996, p. 43).

On the concept of implementation, Hill and Hupe (2009, p. 3) define implementation as a means to carry out, accomplish, fulfil, produce and complete. They see implementation as an activity that cannot occur without an initial action and cannot succeed or fail without a goal against which to judge. Sabatier and Mazmanian (1980) see implementation as the carrying out of policy decisions, usually made in a statute, but which can also take the form of executive orders or court decisions. O'Toole views implementation as what happens between establishment of policy and its impact in the world of action and defines implementation as the connection between the expression of governmental intention and actual results (O'Toole, 1995, p. 43). Dunsire (1978a, p. 178) sees policy implementation as pragmatisation, whilst John (1998, p. 204) refers to implementation as the stage in the policy process concerned with turning policy intentions into action. DeLeon (1999, p. 330) refers to the study of implementation as little more than a comparison of the expected versus the achieved.

The idea of implementation as the process of "carrying out" appears to have found general consensus amongst policy scholars. Interestingly though, others see implementation as a tension generation force in society (Smith, 1973). The tension is between implementation organisation, target groups, environmental factors and idealised policy. For example, policy makers may expect a policy initiative to be welcomed by the target group, only to find out that the actual reception is a hostile one (Smith, 1993, p. 205).

1.6 Brief reflection on existing plans and structures in South Africa's tourism sector

This section reflects on the consultation process undertaken to develop the National Tourism Sector Strategy (NTSS), the objectives of the NTSS and maps the existing institutions and inter-relations in the political environment of tourism public policy in South Africa. Furthermore, the section briefly reflects on the existing planning tools at provincial, district and local level. These planning tools range from district tourism strategies, provincial master plans and provincial tourism strategies.

National Tourism Sector Strategy (NTSS)

The NTSS is a blue print for tourism development in the country. It was adopted by the Cabinet of South Africa in March 2011. This was preceded by the recognition of tourism as an important economic sector, for example in the 2009 State of the Nation Address and the subsequent establishment of the standalone National Department of Tourism.

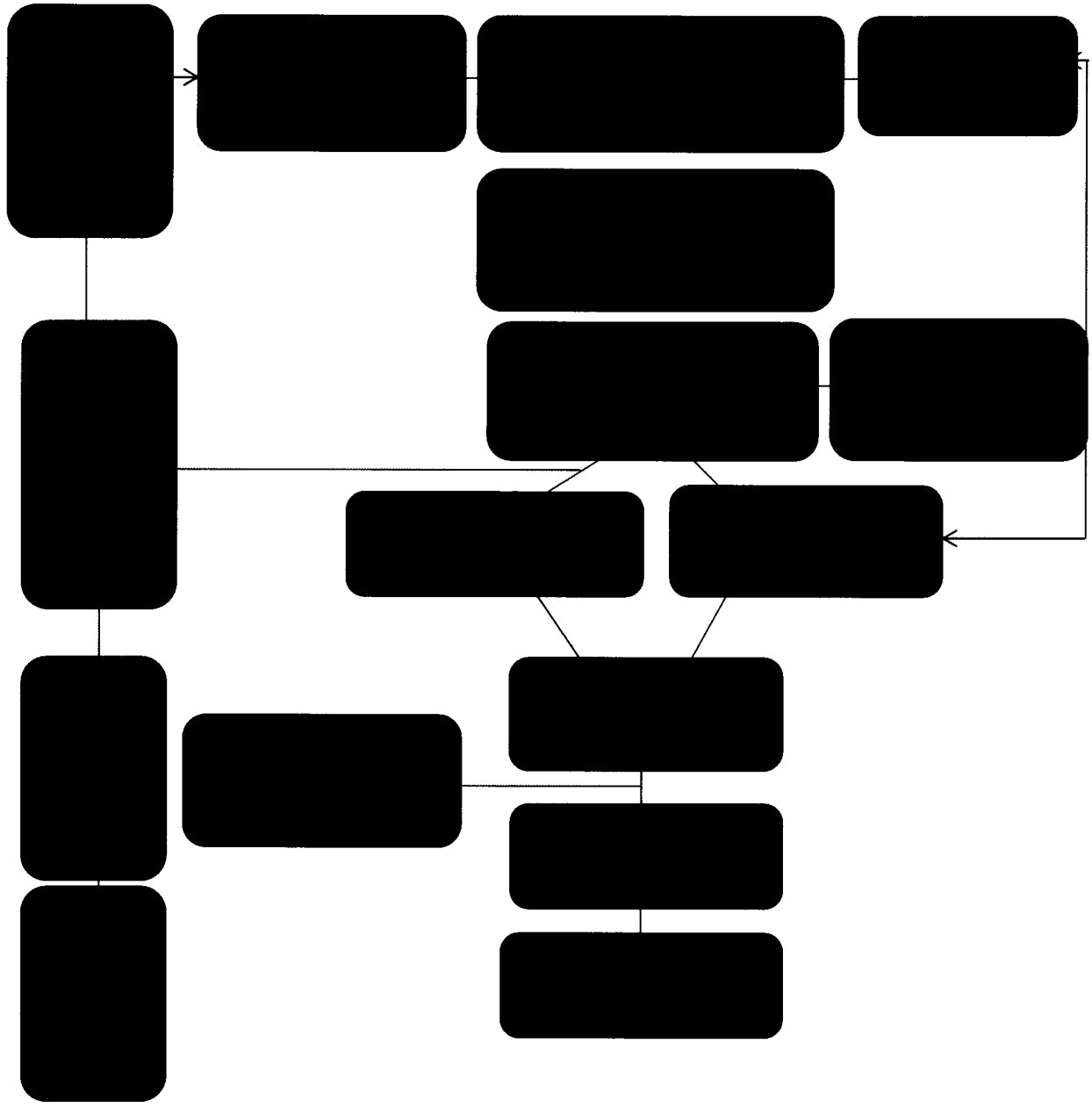
According to the department's summary of the process, the NTSS went through a consultative process wherein stakeholders contributed during the ministerial road shows undertaken in July and August 2009 (NTSS, 2011, p. 2). This was supplemented by workshops held in each of the provinces in July, August and September 2009. There was also a panel of 32 experts appointed by the Minister across all major stakeholder groups in the tourism industry. The representations were from both the public and the private sectors. These experts guided the development process of the strategy during the series of workshops.

The strategy has three main objectives with the sub-objectives under each. Firstly, the strategy seeks to promote tourism growth and the economy by growing tourism sector's absolute contribution to the economy; providing people development and decent work within the tourism sector; increasing domestic tourism contribution to the economy and contributing to the regional tourism economy (NTSS, 2011, p. 10). Secondly, the strategy seeks to improve the visitor experience and the brand by delivering a world class visitor experience; entrenching a tourism culture among South Africans and positioning South Africa as a globally recognised tourism destination brand (NTSS, 2011, p. 10).

Thirdly, the strategy seeks to promote sustainability and good governance by achieving transformation within the tourism sector; addressing the issue of geographic, seasonal and rural spread; promoting responsible tourism practices within the sector and unlocking tourism economic development at provincial and local level (NTSS, 2011, p. 10). The issue of roles and responsibilities of each sphere of government, as proposed by the NTSS, will be comprehensively dealt with under the analysis of documents in section 2.4. It is also important to map out the political environment of tourism public policy as envisaged by the NTSS.

The diagram 1 below depicts the political environment of tourism public policy proposed by the NTSS.

Diagram 1: Institutions and inter-relations in the political environment of tourism public policy in South Africa



Source: NTSS (2011, p. 54)

Integrated Development Plan (IDP)

The Integrated Development Plan is a process through which municipalities prepare a strategic plan containing short, medium and long term development objectives, strategies and programmes for the municipal area. Moreover, the IDP is a principal instrument that guides and informs budgeting, management and decision making related to service delivery and development in the municipality (COGTA Booklet on IDP, 2012, p.10).

The Cooperative Governance and Traditional Affairs (COGTA) booklet on IDP outlines the benefits to each stakeholder of the Integrated Development Planning. For municipal councils, the IDP provides, amongst other things, clear and accountable leadership and development direction; develops cooperative relationships with stakeholders and communities; assists in obtaining development resources and external support and assists the council in monitoring the performance of municipal officials (COGTA Booklet on IDP, 2012, p. 10).

For councillors, the IDP provides them with a mechanism to communicate with their constituencies. It also enables councillors to represent their constituencies effectively by making informed decisions and assist in measuring their own performance. For municipal officials, the IDP guides business unit planning within the municipal administration and provides municipal officials with a mechanism to communicate with councillors. Moreover, the IDP enables officials to contribute to the municipal vision and to be part of decision making (COGTA Booklet on IDP, 2012, p.10).

For communities and other stakeholders, the IDP gives them an opportunity to inform the municipal council what their development needs are and provides them with an opportunity to determine the municipality's development direction. The IDP also serves as a mechanism through which the communities communicate with councillors and governing bodies, and provides a mechanism through which communities can measure the performance of councillors and the municipality as a whole. For national and provincial sector departments, the IDP provides guidance to the departments as to where their services are required and where to allocate their resources. It also allows departments to coordinate their service delivery and development programmes in a municipal area based on local conditions and requirements. For the private sector, the IDP serves as a guide in making decisions regarding areas and sectors to invest in (COGTA Booklet on IDP, 2012, p.11).

With regard to the tourism mandate, the powers and functions of the three spheres of government are outlined in section 2.4. The aforementioned section reflects on the tourism roles and responsibilities as outlined by the Constitution, Municipal Systems Act, Municipal Structures Act and Tourism White Paper.

North West Tourism Master Plan

In the North West, the first of the two case study areas of the project, the Tourism Master Plan (1998) seeks to provide strategic direction for tourism development in the North West province and the framework upon which tourism ought to be implemented. The plan proposes the establishment of Tourism Forums for regions in the North West. The Master Plan further argues for the establishment of the Tourism and Conservation Forum (1998, p. 91). The existence of tourism intergovernmental structures is one area to be taken up during the analysis stage hence the need to reflect on instruments dealing with intergovernmental relations.

Gauteng Tourism Sector Strategy (GTSS) 2011

The Gauteng Tourism Sector Strategy (GTSS), covering the second of the case study provinces, draws its inspiration from the objectives of the NTSS (see NTSS objectives above). Apart from that, the GTSS has provincial specific tourism objectives. The GTSS seeks to provide a safe and secure destination; ensure that local residents experience, enjoy and communicate positively about the tourism offerings in the province; and to be a destination of choice for relevant global, national and local events (GTSS, 2011, p. 18).

With regard to collaborative partnerships, the GTSS seeks to promote and formalise structures to ensure collaboration and interaction between the public and private sector and communities in the province. On capacity, the strategy emphasises the importance of building human resource development through CATHSSETA (Culture, Arts, Tourism, Hospitality and Sport Education and Training Authority). CATHSSETA is meant to contribute to skills development for the Tourism, Hospitality and Sport Economic Sector.

On institutional arrangements, the strategy proposes the establishment of the Provincial Tourism Advisory Forum (GTSS, 2011). The strategy indicates that this will consist of government representation, private sector representation, metros and districts representation, community and labour.

Bojanala Platinum District Growth and Development Strategy 2005

At the local level for the first of the case studies, the Bojanala Platinum District Growth and Development Strategy (BPDGDS) identified the need for the tourism development strategy of the district. The BPDGS indicated that the strategy will be aligned with the provincial tourism master plan and focus on tourism marketing, tourism product development, tourism information management and institutional arrangements (BPDGDS, 2005, p. 66).

It appears the district did not follow up on the development of the strategy because the exploration to find relevant documents did not show the existence of a district tourism strategy.

West Rand District Tourism Strategy (WRDTS) 2011

The West Rand District Tourism Strategy, the second case study at the local level, emphasises the significance of public and private sector collaboration. The district strategy also emphasises the importance of aligning the Gauteng Tourism Sector Strategy (GTSS) and the NTSS (WDTS, 2011, p. 13). Most importantly, the West Rand District Tourism Sector Strategy indicates that tourism must be an integral component of the district IDP and have strong political champion status.

On institutional arrangements, the strategy emphasises the importance of the West Rand Tourism Forum. In addition, the strategy views the West Rand Development Agency and Regional Tourism Organisations as critical to tourism development in the district. At local level, the strategy envisages a situation where all municipalities in the district will have Local Tourism Organisations. At community level, the strategy proposes local tourism associations (WRDTS, 2011, p. 67). The analysis process will interrogate the existence of some of these envisaged forums.

West Rand Development Agency

The West Rand Development Agency was established by the West Rand District Municipality with a view to drive and stimulate economic development in the district. The establishment of the Agency, the Local Economic Development (LED) Network reported, was made possible in part through the funding from the Industrial Development Corporation. The Industrial Development Corporation provides, amongst other things, funding for industrial development projects and promote regional economic growth (LED Network, 2010). The West Rand Development Agency seeks to promote the economic and social well-being of the residents from West Rand District. The Agency promotes various economic sectors such as mining, manufacturing, tourism and information technology.

The reflection on the West Rand Development Agency and its mandate is important in that issues relating to budget allocation by spheres of government are to be examined during the analysis of results.

1.7. List outlining documents for documentary analysis

Various documents were considered with a view to complement the analysis of the research results. Table 1 briefly outlines the documents scrutinised.

The detailed discussion on the literature - and the documents constitute a part of the relevant literature - is captured on the research design and methodology chapter, whereas the discussion on the documents listed is captured in the literature review and theory chapter.

Table 1: Listing of pertinent documents	
Document	**Focus**
Constitution of South Africa 1996	Mandate of three spheres of government and their roles in tourism
White Paper on the development and promotion of tourism 1996	Role of the three spheres of government in tourism
Tourism Act 1993 and Tourism Bill 2012	Regulates tourism institutions and outline the role of the three spheres of government
National Tourism Sector Strategy	Roles and responsibilities of the three spheres of government
Municipal Structures Act 1998	Functions of local government and the role of the District in tourism development
Municipal Systems Act 2000	Powers and functions of municipalities and the importance of the IDP
Municipal Finance Management Act 2003	Budgeting and financial planning
Local Government Budget and Expenditure Review 2011	Reflection on municipal finances in the context of the global economic crisis

1.8. Structure of the research report

Chapter 1 of this thesis provides the background of the research project by outlining the rationale of the study, research problem, value of the study, field of the study, the primary research question and the broad questions aimed at teasing out key areas that will help respond to the primary research question. Apart from that, the chapter provides a section wherein concepts are defined. The concepts of tourism, public policy, policy, and policy implementation are defined. This includes an explanation of why the tourism study of this nature is important. The chapter also reflects on existing tourism plans at national, provincial, district and municipal level. Linked to this, is the proposed institutional arrangements of and around the NTSS. Lastly, the chapter outlines the documents considered in the documentary analysis, also capturing the focus of the documentary analysis (Table 1).

Chapter 2 outlines the theory underpinning this research project. In essence, the theory emphasises the significance of ensuring that policy implementation issues are comprehensively dealt with during the time of policy formulation.

In addition, the chapter touches on the predominant approaches to public policy making. These are the elite approach, pluralism, incrementalism and the stagist approach to policy making. The chapter also looks at factors affecting policy implementation. These factors were comprehensively dealt with by Grindle (1980) and Makinde (2005). Uppermost amongst these factors is the issue of resources. Grindle (1980) underlines the importance of the allocation of resources to help achieve programme objectives. Makinde (2005) indicates that the inadequacies in resources are bound to lead to implementation problems. Thus there was huge emphasis on both human and material resources.

Makinde (2005) went beyond the role that human and material resources play in policy implementation to underline the fact that, implementation challenges can still arise if there isn't an efficient bureaucratic structure. Put differently, resources alone do not guarantee successful implementation. This perhaps signifies the importance of understanding the political environment of any public policy issue. The factors affecting implementation are synthesised in Table 2. The chapter also highlights the gap in so far as tourism policy implementation research goes, and provides the rationale for more tourism public policy studies. Lastly, documents outlining the tourism roles and responsibilities of the three spheres of government are critically analysed. Chapter 2 concludes by highlighting issues emerging out of the literature and theory.

Chapter 3 elucidates the research design and the methodology undertaken to implement the study. This chapter begins by reflecting on the broad questions guiding the study, outlines in a tabular form the institutions interviewed and the type of interviews conducted, and provides the rationale for choosing those institutions. Subsequently, the chapter discusses the research questions. These were developed after identifying the indicators that will assist the project to determine the extent of municipal capacity to implement the NTSS. These indicators are tourism human resources, budget for tourism, budget for implementing the NTSS, tourism qualifications, institutional arrangements, training and support from political leadership. Chapter 3 also discusses the importance of recording the interviews. The point of emphasis here is that recording interviews enriches the analysis process in that the researcher can replay the recording numerous times to ensure the accuracy of the analysis (Cargan, 2007, p. 60).

The chapter also traces the characteristics of documentary analysis. This includes cautioning researchers about the common pitfalls of documentary analysis. These range from dated information (Panneerselvam, 2004, p. 30) to selective deposits (Hen et al., 2006, p. 105). Selective deposits, Hen et al. (2006) argue, occur where an unrepresentative selection of documentary data is stored and selective survival involves an editing process governed by the values of those who are in a position to decide what should and should not be made available to researchers. This chapter also reflects on ethical standards observed.

The point of emphasis here is that researchers ought to observe ethical protocols and avoid unethical practices which may lead to communities withdrawing their support and participation in the social science research (Israel and Hay, 2006 p. 4). The chapter concludes by discussing the limitations of the study and the approach for the analysis of results.

Chapter 4 presents and analyses the research results. The research results will indicate that the case study municipalities are to a large extent not capacitated to implement the NTSS. The analysis of results began by grouping the results into categories to allow for thematic analysis. The themes ranged from tourism related human resources, budget, alignment and intergovernmental relations, consultation and implementation plans to suggestions to improve NTSS implementation in municipalities.

Chapter 5 briefly outlines the lessons learned that can be taken forward from the research project's findings. These range from perceptions held by different spheres of government about the other spheres, unmanaged expectations, and lack of appreciation of the importance of resources for successful policy implementation. Most importantly, the chapter indicates lack of appreciation of the importance of policy implementation during policy formulation. The chapter also proposes a set of recommendations.

1.5. Conclusion

This chapter provided the background on the research project and highlighted the significance of implementation research in light of policy implementation challenges confronting South Africa. The chapter also underlined the growing stature of tourism across the globe and its relevance to this research.

There are some lessons gleaned out of this chapter. The definition of the term tourism reveals the nature of the activity, the time factor, and the movement from the place of familiarity to the unusual environment. Equally important is the lesson that tourists are defined by looking at either their geographic origin (domestic or international) or by the type of activity they pursue (recreational, health or business).

The conceptual clarification demonstrated the multidimensional nature of public policy, policy and policy implementation. There are, however, interesting features gleaned out of the definition process. Government appears to enjoy a significant level of legitimacy in the definitions of public policy. In the three definitions consulted (Fredrich, 1963; Dye, 1972; and Brooks, 1989) government was identified as a critical actor. Also, attempts to define policy revealed that there is no commonly accepted view. Some see policy as having everything to do with resource allocation hence the definition along those lines.

Others see policy as comprising two stages that of planning and execution hence the view of policy as the declaration and implementation of intent. With regards to policy implementation, the first lesson is that the development of policy implementation was a reaction to the perceived lack of focus on implementation. This includes the realisation that the declarations and narrow focus on policy formulation will not necessarily give intended results (Sabatier and Mazmanian, 1980; Elmore 1979-80; Fischer, 2006; and Smith, 1996). Meanwhile the common denominator in the policy implementation definitions is that of carrying out what was planned. Most importantly, a handful of authors (DeLeon, 1999; O Toole, 1995; Dunsire, 1978a; and John, 1998) see implementation as a critical bridge between what was intended and the actual execution.

The outline of the NTSS, its objectives and consultation process undertaken provided the contextual background of the policy process and the expectations associated with the policy. Moreover the clarification of the IDP concept and the meaning of the IDP for each of the critical players in local government provide an important basis for probing the extent of municipal capacity to implement the expectations outline in the NTSS. Lastly, this chapter briefly outlined the contents of each chapter.

CHAPTER 2:

LITERATURE REVIEW AND THEORY

2.1. Introduction

The significance of pre-emptively considering policy implementation during the policy formulation phase is the underlying emphasis of the theoretical approach guiding this research. This revolves around the seminal work of Pressman and Wildavsky (1979) which highlights key implementation issues requiring attention when navigating the process of policy development.

To lay the basis for the theory underpinning this research, various approaches to public policy making are scrutinised. This entails looking at concepts like pluralism, incrementalism, the elite approach, and the stages model. Subsequent to the analysis of the approaches to policy making, the essential elements of theory guiding this research are outlined. This includes reflection on the school of thought by the first, second and third generations of policy implementation researchers (Brynard, 2005).

In addition, numerous factors affecting policy implementation are examined. The factors are, amongst others, resources (Makinde, 2005; Grindle, 1980); communication (Sabatier and Mazmanian, 1980); as well as content of the policy and bureaucratic structure (Cloete and De Coning, 2011). The synthesis of the factors affecting implementation are summarised in Table 2 and issues to be taken forward to the analysis are highlighted. Following this is the reflection on the significance of conducting a tourism policy implementation study in light of the growing status of tourism as a key economic sector. This includes emphasising the need for further tourism public policy studies, given the prominence it is gaining in the 21st century.

Lastly, various documents outlining the tourism legislative mandates were scrutinised. These, amongst others, are the Constitution of the Republic of South Africa 1996, the Tourism Act 1993, Tourism White Paper 1996, NTSS 2011, and the Municipal Structures Act 1998. The reflection on these documents is critical in that they clearly outline the roles and responsibilities, including tourism responsibilities, for the three spheres of government.

2.2. Approaches to public policy making

The examination of policy approaches is critical in enhancing understanding of decision making in the policy making process. Most importantly, these approaches have a direct bearing on the implementation of policies, hence the need for careful examination.

They have a bearing in the sense that any choice of one or combination of the below approaches affect the whole policy cycle. For example, a choice of the elite approach to policy and decision making is likely to result in limited consultation because of the elitist nature of the approach (see the elite approach).

Therefore, attempts to understand the extent of municipal capacity to implement the NTSS will be incomplete without reflecting the approach undertaken. This is of utmost importance because it will reveal the type of consultation undertaken, the development process, implementation process and ultimately implementation capacity related issues. In addition, the reflection on the broad policy approaches sets the scene for the specific policy related theoretical approach to be undertaken. The predominant approaches to public policy making therefore are:

- elite approach,
- pluralism,
- incrementalism, and the
- stagist approach.

The **elite** approach, as argued by Anderson (1997) holds that societies, throughout history, have small political elites that rule over the mass population. Societies are therefore seen as divided into elites, drawn from higher socio-economic classes with power, and the masses excluded from power. Consequently, elites have relative consensus on values that should guide society and public policy reflects this consensus and not the demands of the masses (Anderson, 1997, p. 19).

Pluralism, the opposite of elite theory, assumes that power is distributed evenly between groups, and no single group can dominate decision making. Pluralists argue that policy making is not dominated by single groups, because of the even distribution of power. Also, governments are seen to be acting as arbiters should there be an indication that one group appears to dominate others (Keslo, 1978). This is an assumption dismissed by the Marxists, who view governments as an instrument of the elite (Parsons, 1995, p. 255).

The **stagist approach** as argued by Parsons (1995, p. 39) views the policy making process as consisting of a series of steps or sequences. The approach analyses policy in terms of a process beginning with the agenda-setting, and concluding with policy evaluation and termination (Parsons, 1995, p. 39). The stagist approach was also explored by Simon (1947) who listed intelligence, design, and choice as the policy stages and by Lasswell (1956) who listed intelligence, promotion, prescription, invocation, application, termination and appraisal as stages in the policy making.

Lindblom (1959) was critical of the stagist approach, citing the impossibility of considering everything when looking at policy alternatives. He argues that "public administrators and policy analysts limit their analyses to marginal differences in policies that are chosen to differ only marginally". He based this on the impossible task of considering everything important unless "important" is narrowly defined.

Furthermore, Lindblom (1959, p. 86) believed that a succession of incremental changes avoids serious lasting mistakes and successful decisions can quickly be followed by another. This **incremental** approach has, however, been criticised as conservative and undermining the need for new solutions to problems (Howlett and Ramesh, 2003, p. 176).

2.3. Theoretical framework

Subsection 2.3.1 gives the essence of the theory anchoring the research project. Essentially, the theory underscores the significance of thoroughly considering implementation as part of policy formulation. Meanwhile, the subsection (2.3.2) on the generation of implementation researchers reflects the conversations or rather schools of thought on the process of policy implementation.

This is critical in that it assist the research project to locate the generation of policy implementation researchers in which the selected theory belongs. Following that is the subsection on the theory underpinning the research project. Essential elements that ought to be considered for successful policy implementation are outlined and these serve as additional tools that will assist the research project to determine the extent of municipalities' capacity to implement the NTSS.

The policy implementation research pioneered by Pressman and Wildavsky (1979) paved the way for more studies on implementation. Various policy implementation researchers (i.e. Grindle 1980; Sabatier and Mazmanian, 1980; Makinde, 2005) investigating key elements that affect implementation took a keen interest in implementation. Sub-section 2.3.4 on factors influencing implementation amplifies the significance of considering implementation as an integral part of policy formulation and therefore supports the theory guiding this research.

Subsection 2.3.5 puts emphasis on the need for tourism policy implementation studies by highlighting the gaps encountered when reviewing the literature on tourism policy implementation. The gaps include ambiguous institutional arrangements, top down management and uneven distribution of power as some of the gaps identified by the literature.

2.3.1. Brief outline of the theory

The theoretical framework underpinning this study is derived from the work of Pressman and Wildavsky (1979). In their ground-breaking research, Pressman and Wildavsky (1979, p. 143) highlight key implementation issues that policy makers ought to consider when formulating policies. These, amongst others, include resources, political agreements especially at local level, ensuring that implementation is treated as an important aspect of policy formulation, and simplicity. In addition, Pressman and Wildavsky (1979) argue for consideration of policy implementation during the phase of policy development.

The investigation on the extent of municipalities' capacity to implement the NTSS will, amongst other things, explore whether these crucial elements were considered. Having briefly outlined the theory guiding the study, it is important to properly locate Pressman and Wildavsky within the generations of researchers of public policy implementation. This will assist in clarifying the context within which they wrote their work and how they fit into the rich puzzle of policy implementation studies. Following this will be a detailed outline of the theory.

2.3.2. Generations of implementation researchers

There are different generations of researchers into public policy implementation. In his paper entitled "Policy implementation: lessons for service delivery", Brynard (2005) highlighted the first, second and the third generation of researchers into policy implementation. The first generation believes that implementation will happen automatically once the appropriate policies have been authoritatively proclaimed. This assumption has been rejected by various policy scholars and academics. Smith (1973) pointed out the invalidity of the assumption for some policies in the West and even more so for developing countries. According to Smith (1973, p. 197), developing countries' governments tend to formulate broad, sweeping policies, and governmental bureaucracies often lack the capacity for implementation.

The second generation, as argued by Brynard (2005, p. 7), documented specific case studies and showed how complex implementation was and why it was incorrect to assume that just because a policy has been proclaimed, it would be implemented. Bardach (1977 in Brynard, 2005, p .7) captures this notion eloquently:

> "It is hard enough to design public policies and programmes that look good on paper. It is harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituencies to which they are responsive. And it is excruciatingly hard to implement them in a way that pleases anyone at all, including the supposed beneficiaries or clients."

Pressman and Wildasvsky (1973), who are considered to be part of this generation, documented attempts of policy implementation which was aimed at employing unemployed African-American population in Oakland through a series of public works and federal business loans. Basically, numerous decision makers on the different parts of the projects compromised the project by delaying to give clearances for the policy to move forward (Pressman and Wildavsky, 1973, p. 110).

The third generation focused on the search for a fully-fledged implementation theory, though there are disagreements on the outlines of the theory of implementation and disagreements on what constitutes implementation success (Brynard, 2005, pp. 7-8). These different generations were involved in a debate labelled as using top-down versus the bottom-up approaches to policy implementation (Hill and Hupe, 2009, p. 44).

The top-downers believe that policy development typically starts with an authoritative policy decision at the central level of government and focus, amongst others, on questions such as (Sabatier, 1986, p. 26):

- To what extent were the actions of the implementing officials and target groups consistent with the objectives and procedures of the policy?
- To what extent were objectives obtained over time?
- What were principal factors affecting the policy?

Critics of the of the top-down approach, who are followers of the bottom-up approach, dismiss the notion that policy makers ought to exercise some kind of direct and determinatory control over policy implementation (Cloete and De Coning, 2011, p. 142). They suggest a need to focus on front line staff called street level bureaucrats because of their influence on policy implementation (Lipsky, 1978, p. 398). Other bottom-uppers suggest that discretion at lower level is not only inevitable but also desirable (Palumbo and Colista, 1987).

Those who prefer a mixture of top-down and bottom-up approaches see a general agreement that implementation is complex, dynamic, multilevel, with multi-actors influenced by the content and context of the policy being implemented (Cloete and De Coning, 2011, p. 142). The only difference is that the top-down approach is preoccupied with legal mandates, whilst the bottom-up is concerned with the politics of frontline public service personnel in their interaction with communities. The focus of this research is not so much on the top-down bottom-up dichotomy, however, but rather on understanding the complexity of policy implementation by examining local capacity to implement the NTSS.

Nevertheless, the top-down versus bottom-up debate is still significant in that the approach taken to develop a policy, whether it is from the top going down or from the bottom going up, will have an impact on the way the policy is implemented. Therefore, any study that explores policy implementation related issues must first consider the direction or rather orientation the policy took when it was formulated and implemented. The analysis of results will follow through on this when reflecting on the consultation process undertaken.

2.3.3. Theory underpinning the study

The second generation of implementation researchers, which falls within the top-down approach and dismisses the simplistic view of implementation by unpacking the complexity of policy implementation, will provide the theoretical basis for this research project. As indicated earlier, the leading proponents of this generation are Pressman and Wildavsky (1979). They highlight crucial implementation issues that government cannot afford to ignore. They do this in their profound study entitled: *How great expectations in Washington are dashed in Oakland*. Pressman and Wildavsky emphasise the importance of not divorcing implementation from policy formulation. The critical issue, as argued by Pressman and Wildavsky (1979, p. 143),

is to make the difficulties of implementation part of the initial formulation process. In other words, implementation should not be conceived as a process that takes place only after and independent of the design of policy. Further to that, they see no point in having good ideas if they cannot be carried out. In addition, Pressman and Wildavsky (1979) underline the importance of simplicity in policies. Thus, they declare, "the fewer the steps involved in carrying out the programme, the fewer the opportunities for a disaster to overtake it" (Pressman and Wildavsky, 1979, p. 147). They also observe that "when the pain of public failure exceeds the pleasure of administering large programmes, responsibility might be shifted entirely to another level of government in the name of decentralisation" (Pressman and Wildavsky, 1979, p. 170).

Pressman and Wildavsky also highlight the importance of understanding the processes upon which the policy will go through for the purpose of expediting implementation. The employment programme in Oakland, as explained by Pressman and Wildavsky (1979, p. 143), required approval by nine separate organisations and this made it unlikely for the programme to move along as quickly as its sponsors would have liked. As a matter of fact, the programme never survived. When exploring the reasons for failure of implementation, Pressman and Wildavsky discovered that some policy programmes are aborted because political agreements cannot be obtained. Others languished because funds cannot be secured, or they failed because the initial agreement of local officials or private concerns was not forthcoming (Pressman and Wildavsky, 1979, p. xix).

In analysing the work of Pressman and Wildavsky, Graham (2005, p. 2) observed that their implementation studies oppose the notion of "declare it done and it will be done" by central policy makers that are satisfied with having a great law or a good policy without much regard for how it actually gets executed. Further to that, Graham (2005) highlights that Pressman and Wildavsky delivered the message which is still poorly understood today, i.e. policy conception needs to account for the whole picture, not just the front-end conceptualisation, but also the reality of actually doing it and accounting for what is actually done.

It will therefore be important to assess in the current study whether the conception of the NTSS accounted for the whole picture, not just the front-end conceptualisation. In other words, the study to examine municipalities' capacity to implement the strategy will explore whether these key implementation issues were considered. This includes examining whether national government, in particular the NDT, conceptualised implementation during planning and whether it provided the necessary resources and support for the strategy to be implemented. Further to that, the study will explore whether political agreements with local officials were obtained in the form of consultations. Moreover, it is of the utmost importance to look at whether municipalities were prepared for the implementation of such a huge programme or whether it was a case of shifting the entire responsibility to the local sphere without necessarily looking at the capability at this level.

2.3.4. Factors influencing implementation: Supporting theories

Pressman and Wildavsky created a fertile ground for subsequent implementation scholars. More scholars expanded on the critical policy implementation elements propounded by Pressman and Wildavsky. Grindle (1980) highlights a number of factors influencing policy development between the statement of goals and the actual implementation towards those goals. The availability of sufficient resources, the structure of intergovernmental relations, the commitment of lower level officials, political leverage of opponents, as well as timing, are amongst the influential factors (Grindle, 1980). The imperfect correspondence between policies adopted and services actually delivered, Grindle (1980, p. 3) argues, can be attributed to these influential factors.

Equally, the content of policy has an impact on the implementability of the policy. Policies that introduce dramatic social, political and economic changes by redistribution often generate considerable opposition from those whose interests are threatened (Grindle, 1980, p. 8). For example, the issue of transformation in the tourism industry, and other policies like Black Economic Empowerment (BEE), remain the subject of divergent opinions in South Africa. Such disagreements are not limited to the tourism sector, but also permeate other sectors of the economy.

Ripley and Franklin (in Hill and Hupe, 2009, p. 77) explored the difficulty of implementing some types of policy, and they identify four policy typologies. These are distributive, competitive, regulatory, protective regulatory and redistributive policies. Out of all these policy types, the redistributive policy is seen to be problematic to implement. This is attributed to various factors, including high disagreement between actors, high degrees of conflict, high degrees of ideological debate and differences (Hill and Hupe, 2009, p. 77). In the light of the policy typologies, it is to be noted that the NTSS is regulatory in nature, hence guiding the process if tourism development in the country. In addition, the identification of the nature of the NTSS (i.e. policy type) signals the fact that implementation challenges, if there are any (to be ascertained later in the study) wouldn't be primarily along ideological differences or high disagreements, because these are prevalent in redistributive policies.

Apart from the controversies generated by the content of the policy, the different levels and institutions at which policies get implemented determine the success or failure of policies. As the site of implementation becomes more dispersed, both geographically and organisationally, the task of executing a particular programme becomes more difficult as a result of an increase in decisional units (Grindle, 1980, p. 10). The study's examination of the capacity of local municipalities in South Africa to implement the NTSS will also reveal whether they face challenges that come with more dispersed implementation sites.

Moreover, Grindle (1980, p. 14) argues that "good intentions do not count if those responsible for policies or programmes are unable to control their pursuit". They fail because they have little control over the rewards or penalties necessary to ensure compliance. Therefore, consideration of the structure of political institutions and the type of regime in which the policy or programme is pursued remain critical (Grindle, 1980, p. 14).

In addition, lack of communication between superiors and subordinates, often described in studies of the developing countries' bureaucracies, may mean that national level plans are not adapted to the realities of physical, economic or political conditions (Grindle 1980, p. 18). Also, attempts to expand targeted beneficiaries without expanding the amount of resources available may lead to inability to achieve programme objectives (Grindle, 1980, p. 26). As indicated earlier, the issue of resources allocated to the NTSS for the purpose of implementation is one aspect that will be examined closely in this study.

Makinde (2005) outlines the basic factors that are crucial to implementing public policies. These include communication, resources, disposition or attitudes and bureaucratic structures. Interestingly, the issue of resources appeared when Grindle diagnosed problems of implementation in developing countries. Makinde (2005, p. 62) points out that the absence of adequate resources will result in implementation problems. Resources include both human and material resources, such as an adequate and appropriately qualified number of staff, who are well-equipped to carry out implementation. Makinde (2005) also acknowledges the fact that the existence of resources does not guarantee successful implementation. If there is no efficient bureaucratic structure, the problem of implementation can still arise, particularly when dealing with complex policies (Makinde, 2005, p. 64). Lastly, he highlighted lack of attention to policy implementation by decision makers. The issues around inappropriate organisational structure for policy implementation and ambitious policies are some of the areas that Makinde (2005) argues need attention.

The process of examining local capacity for the implementation of the NTSS will therefore also probe the factors highlighted by Makinde. These are bureaucratic structure, resources, and the issue of qualified staff. This includes checking whether municipalities, and by extension national and provincial government in South Africa, have an implementation plan for the National Tourism Sector Strategy.

Van Horn and Van Meter (in Sabatier and Mazmanian, 1980, p. 539) reflected on the model of the implementation process involving various factors affecting programme performance. These, amongst other things, include policy standards and resources; support for those policies from the political environment; economic and social conditions; characteristics of implementing agencies; communication of policy standards; incentives to promote compliance with policy decisions and the policy disposition of implementing officials.

In the light of the factors affecting programme performance, the current study will explore whether there is political support for tourism and the NTSS, in particular from councillors, and whether the local conditions were taken into consideration when developing the NTSS. In addition, the issue around incentives will be looked at within the context of financial resources. The policy disposition of implementing officials will be determined by exploring issues related to consultation.

Shah (1996) also explored factors contributing to the successful implementation of strategies. These factors include employees' commitment, effective leadership, top management commitment, as well as rewards and incentives. According to Shah (1996, p. 46) "failures of strategy implementation are inevitable when organisations fail to accord due importance to these factors during the process of implementation of their strategy". Despite clarity on factors that influence implementation, Shah observed that most organisations' implementation fail to meet the set goals. This was attributed to failure to pay as much attention to planning the implementation of strategies as they give to formulating them. For example, Shah cited a study by Jauch and Glueck (1998) which reported that executives spent 25 percent of their time developing a strategy but only 8 percent to setting up systems to implement that particular strategy (Shah, 1996, p. 43).

Another implementation model which is similar to that proposed by Van Meter and Van Horn is the one offered by Edwards and Sharkansky in 1978. In their attempt to uncover the preconditions for successful policy implementation, Cloete and De Coning (2011, p. 141) identified four interacting and simultaneously operating factors, which are communication, resources, dispositions and bureaucratic structure. Interestingly, Berman and McLaughlin (1978) observed that the power to determine a policy outcome rests with local deliverers who operate at the micro-level as opposed to the original policy makers. They also point to the importance of adapting policies and projects to local conditions. According to Berman and McLaughlin (1978, p. 179), "the only projects that seemed to produce effective outcomes were those that showed mutual adaptation".

Cloete and De Coning (2011, p. 145) furthermore identify five clusters that can enhance understanding of implementation, called the 5c-Protocol. These are content, context, commitment, capacity, clients or coalitions. The content deals with what the policy intends to do (i.e. goals) and how it aims to solve the perceived problem (i.e. method), and the context focus on the standard procedures which the policy must follow. Commitment is about the dedication of those entrusted with the implementation and capacity reflects the ability of implementers to carry out change. Clients/coalitions – have to do with stakeholders whose interests are enhanced or threatened by the policy, including the strategies they employ in deflecting or strengthening implementation (Cloete and De Coning, 2011, p. 145).

Table 2 synthesises the essential factors for policy implementation discussed above. This will assist the research project to lift out the factors to be taken forward to the analysis.

Table 2: Synthesis of factors influencing implementation	
Author/s	**Essential implementation factors**
Grindle (1980)	Emphasis is on: -Availability of sufficient resources -Structure of intergovernmental relations -Commitment of lower level officials -political leverage of opponents -Timing -Lack of communication between superiors and subordinates -Expanding beneficiaries without expanding resources -As implementation become more dispersed both organisationally and geographically, the task of executing becomes difficult
Ripley and Franklin in Hill and Hupe (2009)	Explored difficulty of implementing some types of policies and identified 4 typologies: -Distributive -Competitive -Regulatory -Protective regulatory -Redistributive There are difficulties in implementing Redistributive policies. This is attributed to various factors, including high disagreement between actors, high degrees of conflict, high degrees of ideological debate and differences
Makinde (2005)	Basic factors crucial to implementation: -Communication -Resources(human and material) -Disposition or attitudes -Bureaucratic structures -Lack of attention to implementation -Inappropriate organisational structure -Ambitious policies -However existence of resources doesn't guarantee implementation

Van Horn and Van Meter in Sabatier and Mazmanian (1980)	Looked at the model of implementation process involving various factors affecting programme performance: -Policy standards and resources -Support for those policies from the political environment -Economic and social conditions -Characteristics of implementing agencies -Communication of policy standards -Incentives to promote compliance with policy decisions -Policy disposition of implementing officials
Shah (1996)	Explored factors contributing to the successful implementation of strategies: -Employees' commitment -Effective leadership -Top management commitment -Rewards and incentives -Lack of attention to planning for implementation of strategies as they give to formulating
Edwards and Sharkansky in Cloete and De Coning (2011)	Primary obstacles to successful implementation: -Communications -Resources -Dispositions and -Bureaucratic structure
Cloete and De Coning (2011)	Five clusters that can enhance understanding of implementation called the 5c-Protocol: -Content: policy intention -Context: procure policy will follow -Commitment: dedication of implementers -Capacity: ability of implementers -Clients/coalitions: stakeholders interests

In the light of the synthesis of essential factors affecting implementation, various issues ought to be taken forward to the analysis. The issues of resources, intergovernmental/bureaucracy relations, communications, and implementing officials featured prominently across the above scholars. The analysis will therefore revolve around issues of budget, intergovernmental relations/forums, personnel to implement the NTSS, consultation, and the existing bureaucracy to implement the NTSS.

2.3.5. The significance of conducting tourism implementation research

Attempts to review previous scholarly work which examined local capacity to implement tourism strategies and policies yielded small-scale, but significant, results. As will be explained below, this can perhaps be attributed to the fact that governments across the world have identified tourism as a key economic sector. Essentially, the issue emerging from the review below is that the implementation of tourism development plans has been problematic. The tourism inter-organisational relations and implementation of tourism plans have been a challenge (Yüksel and Yüksel 2000, p. 800). The review also shows the need for more tourism public policy studies.

Fisun Yüksel and Atila Yüksel (2000) broadly examined tourism plan formulation, implementation and the role of inter-organisational relations. They point out that inter-organisational relations have not been given much attention in tourism as it has been the case in, for example, political science, public administration and urban planning. Most importantly, they observed the development of tourism plans throughout the world, and came to the conclusion that the implementation of these tourism plans has been relatively unsuccessful (Yüksel and Yüksel, 2000, p. 800).

Overlapping responsibilities, bureaucracy and fragmentation between departments, Yüksel and Yüksel (2000, p. 800) argue, were the main reasons that affected the planned implementation of the World Heritage site in Pamukkale, Turkey. Apart from that, Yüksel and Yüksel (2000) cited a study which was conducted by the World Tourism Organisation in 1979, which showed that out of 1619 tourism plans that were developed by various countries, only half of them were implemented.

Numerous factors affecting tourism policy implementation were then identified and these include (Yüksel and Yüksel, 2000, p. 800-802):

- **Top-down management:** the formulation and application of policies by central government is out of touch with the needs of local people and not based on the detailed knowledge of the local environment. Tourism policies developed at central level overlook skills and knowledge of both public and private local tourism organisations and this may lead to resistance from implementation bodies such as local government.
- **Ambiguous institutional arrangements:** the argument is that tourism programmes have little chance of succeeding unless institutional arrangements are considered and arranged carefully. Yüksel and Yüksel put emphasis on ensuring that tourism programmes involve interaction between government agencies, quasi-government agencies and private sector organisations.
- **Uneven distribution of power:** the significance of empowering local governments to deal with local tourism development issues is the point of emphasis in this theme.

They argue that the success of the tourism industry is likely to depend on the efficiency and effectiveness of local government.

- **Relation patterns and the nature of tourism environment:** essentially the point driven here is that implementation involves joint efforts of various organisations located in different tiers of government. The success therefore is closely linked to whether these organisations interact and coordinate fragmented activities so that all decisions and policies are consistent and coherent.

Hall and Jenkins (1995) lamented the lack of studies of the politics of tourism, and particularly, the tourism public policy process. This perhaps may be attributed to the fact that the focus has been on dominant sciences like politics, public management and philosophy. Further to that, Hall and Jenkins encourage students to undertake tourism policy studies so that they can understand causes, consequences of policies, actions and decisions.

Hall and Jenkins (1995, p. 4) pointed out that tourism is enmeshed in a dynamic, on-going process and as a result governments have struggled to comprehend the tourism industry, its impact and areas that need government intervention. Most importantly, Hall and Jenkins (1995) highlight an element of inexperience in tourism policy formulation and implementation because government involvement in the industry is just a recent phenomenon, a situation which appeared to have continued until recently. For example, a forum called the T-20, which consists of tourism Ministers of the G-20 countries, was formed in 2009. This is meant to promote tourism as a driver of job creation, economic growth and development within the G-20, and advocate for policies which support tourism growth. South Africa identified tourism as one of the key economic sectors in 2009, with a standalone national department (Zuma, 2009). In the previous department, tourism was delivered through a small branch with limited focus and funding. Currently, the focus has been broadened and the budget has increased.

The research into tourism policy implementation highlights essential factors that ought to be considered for successful implementation. Like the factors affecting policy implementation in general, the issue of intergovernmental relations and inter-organisational relations came out strongly in this section. This includes the significance of involving local government in tourism policy making to avoid resistance during implementation. The issue of inter-organisational relations will also be explored in the analysis. Moreover, there appears to be a strong case for more tourism public policy and implementation studies. This is based on the fact that the international bodies have set in place forums aimed at promoting tourism and countries like South Africa recently recognised tourism as a key economic sector.

2.4. Analysis of existing documents

The analysis of various documents focuses on the mandate of each tourism sphere of government (see Chapter 3 for conceptual clarification on documentary analysis).This allowed the research project to gain a comprehensive understanding of who is supposed to do what in terms of rules and regulations, before exploring issues relating to municipal capacity. The documents analysed for the purpose of understanding the tourism roles of each sphere of government include the following:

2.4.1. The Constitution of the Republic of South Africa, Act 108 of 1996

On cooperative government, section 40 of the Constitution indicates that the government in the Republic is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated. Furthermore, section 41 of the Constitution underlines the importance of providing effective, transparent, accountable and coherent government for the Republic as a whole by spheres of government. This includes cooperating with one another in mutual trust and good faith by assisting and supporting one another, consulting one another, and establishing institutions to promote intergovernmental relations.

The Constitution outlines the mandate of all spheres of government and institutions. The national legislative authority, as vested in Parliament, gives powers to the National Assembly to pass legislation with regard to any matter, including functional areas as listed in Schedule 4 Part A of the constitution. Likewise, the legislative authority of the province is vested in its provincial legislature and gives powers to the provincial legislature powers to pass legislation in any matter within its functional area as listed in Schedule 4 Part A.

Schedule 4, Part A of the Constitution, lists all functional areas of concurrent national and provincial legislative competence. **Tourism** is identified as one of the functional areas where the national and provincial government have legislative competence. With regard to local government, the Constitution states that the executive and legislative authority of the municipality is vested in the Municipal Council. Further to that, the Constitution states that national and provincial government, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs. Most importantly, Schedule 4 Part B of the Constitution lists **local tourism** as one of the functional areas of local government.

In view of the above, the three spheres of government are, by law, responsible for tourism development in the country. The Constitution also highlights the importance of supporting and strengthening the capacity of municipalities by provincial and national government. The analysis of results will therefore explore whether the provincial and national government played their role in so far as supporting and capacitating municipalities, as the Constitution envisages.

2.4.2. White Paper on the Development and Promotion of Tourism in South Africa 1996

The 1996 Tourism White Paper outlines the roles and responsibilities of the three spheres of government as well as the private sector. According to the Tourism White Paper, the national government will play five key roles in the development and promotion of tourism. These are:

- Facilitation and implementation;
- Coordination;
- Planning and policy making;
- Regulation and monitoring; and
- Development promotion.

At provincial level, the Tourism White Paper indicates that the provincial government performs similar functions as the national government, with three main exceptions. Firstly, the focus is much more on implementation, application of national principles, objectives and policy guidelines. Secondly, the Tourism White Paper indicates that since much of tourism products are located at provincial level, provinces must take a proactive role in facilitating and developing tourism products. Thirdly, the Tourism White Paper underlines the importance of marketing and promoting the destination by each province in competition with other provinces.

Due to the closer proximity of local government to the tourism product, the Tourism White Paper indicates that the functions of local government mirror those of the provincial government. There is, however, added emphasis on planning, development, and maintenance of many specific aspects of tourism products. Most importantly, the Tourism White Paper underlines the fact that the exact role of local government in tourism development should be determined by local conditions existing at provincial level and importantly by the availability of necessary financial means and skills' base to carry out the respective functions.

According to the Tourism White Paper, the private sector bears the major risks of tourism investment as well as a large part of responsibility for satisfying the visitor. Moreover, it points out that the delivery of quality tourism services and providing the customer with value for money are largely private sector responsibilities.

The roles and responsibilities outlined by the Tourism White Paper clearly paint a picture of who is supposed to do what in the implementation of tourism activities. Most importantly, the Tourism White Paper acknowledges the need for financial resources at local level and the necessary skills to execute respective tourism functions. The issue of resources and training skills is one area that will be taken up in the analysis.

2.4.3. Tourism Act of 1993 and Tourism Bill of 2012

The Tourism Act of 1993 was not comprehensive enough and predates the Constitution of the Republic of South Africa. It merely regulated the grading of accommodation establishments, registration of tourist guides, and the establishment of the tourism board.

Meanwhile the Tourism Bill of 2012 seeks to repeal the Tourism Act of 1993. The Bill has gone through public consultation and was tabled in the National Council of Provinces. Its scope is broader than the Tourism Act of 1993. The Bill, amongst other things, regulates the development of the National Tourism Sector Strategy; norms and standards; codes of good practice; tourist complaints through the tourism protector; grading system for accommodation establishments; registration of tourist guides and the South African Tourism Board.

The Tourism Bill of 2012 also affirms the concurrency of the tourism function within the three spheres of government. Put differently, the Bill acknowledges that tourism is mandate of all the spheres of government as outlined in Schedule 4 of the Constitution. Furthermore, the Bill affirms the supremacy of the Constitution, in particular Section 146, should there be disagreements between the national and provincial legislation. The aforementioned Constitutional provision deals with the resolution of conflicts between national and provincial legislation. Similar to the Tourism White Paper, there is recognition in the Bill that tourism is a function that ought to be carried by national, provincial, and local government.

2.4.4. National Tourism Sector Strategy (NTSS) 2011

The NTSS appears to take its cue from the Constitution of South Africa and the White Paper on the Development and Promotion of Tourism in South Africa. According to the NTSS, the national level is given a responsibility of developing national tourism policy and regulations. Meanwhile provinces are, amongst other things, expected to develop and monitor provincial tourism policy and strategy, provide funding for tourism promotion and development; monitor application of funds; and work with the national safety and security department and other bodies to address tourism safety.

The NTSS also outlines the role of district municipalities and metros. Amongst other things, the districts are expected to play a developmental and coordinating role; conduct similar functions to those of municipalities as outlined below; assist with the establishment and maintenance of Local Tourism Bureau; and assist Regional Tourism Organisations and Provincial Tourism Authorities to package the products of the region collectively in support of provincial marketing. At local level, the NTSS indicates that local authorities' line functions are responsible for all integrated development matters, including development of tourist' attractions; establishment of a Local Tourism Bureau; provision of public amenities and infrastructure supporting tourism; and the general maintenance of the environment.

Moreover, the NTSS emphasises that these functions should be part of the development plan of a local authority. The indication of the roles and responsibilities by the NTSS set the scene for the examination of municipalities' capacity to implement the NTSS. The questions explored during the fieldwork were partly related to the roles and responsibilities.

2.4.5. Municipal Structures Act no 117 of 1998

The Municipal Structures Act provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities. It also regulates the internal systems, structures and office bearers of municipalities. Most importantly, the act outlines the powers and functions of both the district and local municipalities.

A municipality has powers and functions assigned to it in terms of section 156 of the Constitution. These powers and functions include the responsibility to promote local tourism. Meanwhile the district municipality is, according to the Municipal Systems Act, expected to achieve integrated, sustainable, and equitable social and economic development in the whole district. Other functions include capacity building of local municipalities in its area to perform its functions and ensure the development of an Integrated Development Plan (IDP) for the district municipality, including the framework for the IDP of all municipalities. Most importantly, section 84 (1) (m) states that a district municipality has powers to promote the development of local tourism for the area of the district municipality.

The Act clarifies the roles and responsibilities of a district municipality. This includes the role the district is expected to play when it comes to tourism. Interestingly, the Act also emphasises the need for the district to capacitate local municipalities in the district. This therefore means that national, provincial and district municipalities are by law expected to assist with capacity building in municipalities. The issue of capacity building support that national, provincial and district are expected to perform will partly be the area of focus in the analysis stage.

2.4.6. Municipal Systems Act no 32 of 2000

The Municipal Systems' Act outlines the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities. It also provides for the manner in which municipal powers and functions are exercised.

On the Integrated Development Planning, the Act indicates that a municipality ought to undertake developmental oriented planning aimed at achieving the objects and duties of local government as set out in sections 152 and 153 of the Constitution of South Africa. This includes the realisation of the rights contained in the Bill of Rights. The Act also stipulates that "municipal planning must be aligned with and complement the development plans and strategies of other affected municipalities,

and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the constitution". This includes complying with the planning requirements in terms of national and provincial legislation. Equally important is that the organs of state at national and provincial level must consult with the affected municipality.

Section 25 indicates that each municipality must at the beginning of its elected term adopt a single, inclusive, and strategic plan for the development of the municipality, which is called Integrated Development Plan (IDP). The IDP must be reviewed annually. The IDP integrates plans, takes into account proposals for the development of the municipality, and forms the policy framework as well as the general foundation upon which annual budgets are based.

The point that emerges is the need for national and provincial governments to consult with the affected municipalities in the development of plans. The analysis process will therefore carefully scrutinise the consultation process with municipalities during the development of the NTSS and the alignment of plans.

2.4.7. Municipal Finance Management Act no 56 of 2003 and Local Government Budgets and Expenditure Review 2011

The Municipal Finance Management Act (MFMA) of 2003 seeks to, amongst other things, ensure budgetary and financial planning processes and the coordination of those processes with the processes of the organs of state in other spheres of government. Apart from that, the Act emphasises the significance of coordinating annual budgeting processes and the reviewing of the IDP to ensure that they are mutually consistent.

On cooperative governance, the MFMA of 2003 indicates the need for national and provincial governments to assist municipalities with capacity building. Moreover, the Act states that the accounting officers of any national and provincial departments intending to allocate funding to a municipality must notify the National Treasury on the intended allocation.

The Local Government Budgets and Expenditure Review 2011 is a valuable source aimed at assessing the impact of government policies and resources allocated to implement them. The review pointed out that the economic recession affected some municipalities more than others due to the particular characteristics of their local economies. Municipalities whose economies are predominantly trade and manufacturing tended to be more affected, as job losses were concentrated in these sectors. According to the review, the decline in employment has placed pressure on households' ability to pay municipal accounts and businesses have also been scaling down on the consumption of municipal services to save costs. Both these factors have placed pressure on municipal revenues.

In the light of the above, the Municipal Finance Management Act reflects on two important aspects that will be dealt with in the analysis. These are the allocation (or lack of) of budget by national and provincial government, in this instance the national and provincial tourism departments to municipalities and any capacity building initiatives intended for municipalities. Meanwhile, the Local Government Budget Expenditure Review provides this research with a reality check, especially in relation to the impact of the recession on municipal budgeting.

2.5. Conclusion

Various approaches to public policy and decision making were discussed. The predominant approaches to public policy and decision making such as pluralism, elite, incrementalism and the stagist approaches were dissected as way of setting the scene for theory underpinning the research.

Subsequently, the first, second and third generations of policy implementation researchers were examined. This assisted the research project to locate the theory underpinning this research within the three generations of policy implementation researchers. Essentially, the first generation of implementation researchers believes that implementation will happen automatically once the appropriate policies have been authoritatively proclaimed. The second generation of implementation researchers is of the view that it is incorrect to assume that just because a policy has been proclaimed, it would be implemented. They arrived at this conclusion by documenting various implementation cases. In comparison, the third generation of implementation researchers is preoccupied with searching for what constitutes implementation success.

Subsequently, the theory underpinning the research project was thoroughly examined. Principally, the theory underlines the significance of considering implementation during policy formulation and outlines key issues to be considered. Graham (2005) summarised this eloquently by indicating that Pressman and Wildavsky delivered a message which is still poorly understood today i.e. policy conception needs to account for the whole picture, not just the front-end conceptualisation, but also the reality of actually doing it and accounting for what is done.

Factors influencing implementation were then considered as way of supplementing the theory. The predominant factors that emerged as having a huge impact on implementation were resources, intergovernmental/bureaucracy relations, communications, and the implementing officials. These are factors that will be taken up in the analysis.

Following this, was the reflection on the significance of conducting tourism policy implementation research. Out of this section, it emerged that the implementation of tourism development plans has been problematic. The tourism inter-organisational relations and implementation of tourism plans have been a challenge. This was attributed to various factors such as ambiguous institutional arrangements, uneven distribution of power, lack of interaction and coordination, as well as a top-down approach which ignores the significance of local government during policy planning. There was also a reflection on the work by Hall and Jenkins (1995) that made the case for more tourism public policy studies.

Lastly, a critical examination of existing documents provided the roles and responsibilities of the three spheres of government in tourism development. The Constitution of South Africa, White Paper on the Development and Promotion of Tourism in South Africa, Municipal Structures Act, and Municipal Systems Act reflected on the tourism mandate of the three spheres of government. Also, the MFMA clarifies the budgetary processes that municipalities ought to undertake. This includes the process which national and provincial departments are supposed to follow when allocating funding to municipalities.

CHAPTER 3:

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This is a mixed method, non-probability purposive study, which predominantly used qualitative face-to-face interviews with a small mixture of quantitative questions. The examination of municipal capacity to implement the National Tourism Sector Strategy (NTSS) began with identifying broad questions that will help determine the extent to which municipalities are capacitated to implement the NTSS. The broad questions are:

- What are the available tourism related human resources in municipalities?
- What is the budget allocated for the implementation of the NTSS by national provincial and local municipality?
- What are the institutional arrangements in place to help ensure implementation?
- What training/skills have municipalities obtained to implement the NTSS?
- Is there any alignment between the NTSS targets and the more general municipal targets?

Having outlined the broad questions and briefly introduced the approach, it is important to sketch out the significant parts of the research design. Chapter 3 thus included the consideration of the intended interview respondents. These are the tourism manager responsible for the NTSS development at national level, provincial tourism managers from Gauteng and North West tourism departments, district tourism managers from Bojanala and West Rand District Municipalities, and tourism officers in all local municipalities of the aforementioned districts. Table 3 lists the names of these municipalities and the type of interviews conducted. This is followed by the rationale for choosing the intended respondents.

Thereafter, the chapter indicates that a mixed methodological approach to collect data was used and provides the rationale for the approach. This is anchored by an extensive comparative analysis of the quantitative, qualitative and mixed methods literature, with the purpose to illustrate the reasons for the choice of methods. The advantages and disadvantages in each of the three approaches are considered.

The chapter then focuses on the research questions. This includes rigorous reflection on the importance of general questions as outlined by Punch (2005) and the need to avoid ambiguous questions, as emphasised by Kumar (2005). The chapter also explains that the development of questions was informed by framework and indicators identified in Chapter 1. These are qualification; integration of planning instruments; existence of intergovernmental forums; political support;

alignment of targets; and the training of staff and funding. In other words, the content of the questions were such that they reflect on these indicators, which will help determine the extent of municipal capacity to implement the NTSS. After that, the chapter reflects on the processes undertaken to collect data. These include issues around in-person interviews (Parker and Rea, 1992), the recording of interviews and the importance of consent in recording interviews (Neuman, 2011; Yates, 2004; Kvale, 1996).

The chapter then traces the origins of documentary analysis and reflects on various conceptual clarifications of documentary analysis. Public documents and official government papers and reports feature prominently in the description of documentary analysis. Apart from that, the chapter discusses the advantages of documentary analysis. These include less time, cost and effort. The chapter also cautions against what is called selective deposits. The point advanced here is that the data stored is often influenced by the values of those who do the editing and normally decide what should and should not be made available to researchers (Hen et al., p. 105). To avoid this, the literature suggests a comparison of wide literature sources. In Table 4, the chapter reflects on the generic approaches to conducting documentary analysis and highlights the focus of documentary analysis, amongst others, for this research project.

Subsequently, the chapter addresses ethical issues. Issues of informed consent (Curtis and Curtis, 2011) and confidentiality (Lewin and Somekh, 2005) are thoroughly explored. The important point being emphasised here is that unethical behaviour may lead to lack of support for future social science research, hence the need to observe the conventional rules of ethics. This section is wrapped up by outlining processes undertaken to ensure observation of research ethical standards. Then, the focus turns to the approach undertaken for analysis of results and the rationale. The concepts of categorising data, development of themes and establishment of common patterns were identified as critical to the analysis of results. Lastly, the chapter highlights limitations of the study with specific reference to the number of district municipalities chosen, and implications for the country-wide generalisation of results. It then concludes by briefly recounting the critical aspects of the chapter and introduces the next chapter, i.e. analysis of results.

3.2 Study population and sampling

The examination of local capacity for the implementation of the NTSS requires the appropriate selection of relevant population and sampling. The study population comprises individuals from national, provincial, district and local municipalities. The sampling undertaken was purposive in nature. Sampling, in this thesis, should be understood as a smaller set of cases a researcher selects from a larger pool and generalises to the population (Neuman, 2011, p. 219).

Meanwhile purposive sampling should be understood as "a form of non-probability sampling in which decisions concerning individuals to be included in the sample are taken by the researcher based on various criteria, which may include specialist knowledge of the research issue or capacity and willingness to participate in the research" (Oliver, 2006). Based on their understanding of municipal implementation capacity of the NTSS, managers at national, provincial and district level, as well as Tourism Officers at local level, were identified as units of analysis. Respondents from the three spheres of government were requested to give their insights into municipal capacity for the implementation of the NTSS, as they see it in their areas of work.

Table 3:
Details of the interviews conducted in this study

Institution	Sphere	Type of interview
National Department of Tourism	National level	In-person interview
Gauteng Department of Economic Development	Provincial level	In-person interview
North West Department Economic Development and Tourism	Provincial level	In-person interview
Bojanala District Municipality	District level	In-person interview
West Rand District Municipality	District level	In-person interview
Madibeng local Municipality	Local level	Email interview
Merafong local Municipality	Local level	Email interview
Mogale City	Local level	In-person interview
Moretele local Municipality	Local level	In-person interview
Moses Kotane local Municipality	Local level	In-person interview
Rustenburg local Municipality	Local level	Email interview
Westonaria local Municipality	Local level	In-person interview
Kgetleng Rivier local Municipality	Local level	In-person interview
Randfontein local Municipality	Local level	No interview: nobody responsible for tourism

Note: Randfontein Municipality did not have anybody responsible for tourism. This was confirmed through telephonic interview, and by visiting the municipal website, which did not reflect tourism in its LED functions.

Table 3 outlines interviews conducted from various spheres of government. In total, thirteen respondents from the three spheres of government were interviewed. On the number of questions, thirty questions were prepared for each municipal respondent, sixteen for district representatives, eleven for provincial representatives and eight for the national representative (see Appendix A). The variation in the number of questions can be attributed to the fact that questions at national, provincial and district level were qualitative, short and comprehensive, whilst the municipal question included both quantitative and qualitative questions.

The two provinces, two district municipalities and their local municipalities were chosen because of various reasons. Most importantly, and for comparative reasons, both district municipalities have equally attractive tourism amenities. Bojanala District Municipality has resorts such as Sun City and other game reserves and the West Rand District Municipality has the Cradle of Humankind, which is a World Heritage Site. In addition, both district municipalities have similar if not identical economic activities. They both consist of, amongst other things, mining, agricultural activities and tourism enterprises. Their proximity to each other also allowed the researcher to implement the research project cost efficiently.

Besides the similarities, the two districts are in provinces which are not at the same level in so far as economic performance is concerned. Gauteng province contributes more than 30 percent of South Africa's Gross Domestic Product (GDP) (Gauteng Growth and Development Strategy, 2005, p. 7). Gauteng is considered the economic hub of the country, whereas the North West province is seen as one of provinces with much hitherto unrealised potential and also as a getaway because of its proximity to Gauteng.

Furthermore, it shares a border with another country. The economic distinction allowed the study to compare the local implementation capacity of municipalities from a rich province versus the local implementation capacity from province considered to have much unrealised potential. This provides insight into differences in local implementation capacity in municipalities from provinces with different economic standings.

Additionally, the NTSS encourages the need to empower provinces that are not doing well to a point where they can be at the same level with those that are doing well. For example, it cited North West and Northern Cape as the least visited provinces in the country in 2009 (NTSS, 2011, p. 7). Meanwhile, the National Department of Tourism (NDT) manager was selected for an interview in this project on the basis that he was responsible for the development of the NTSS and remained responsible for policy development in 2012, the period in which the fieldwork for this study was being implemented.

3.3. Approach and rationale

With regard to the research approach to this study, both qualitative and quantitative methods were chosen. On the qualitative side, the intention was to conduct in depth face-to-face interviews with tourism managers at national, provincial and district level. On the quantitative side, the intention was to administer the survey questionnaires with tourism officers at municipal level. As such, the motivation for doing the survey with tourism officers and in-depth interviews with district, provincial and national managers was twofold. Firstly, it was based on the need to establish a pattern on the understanding by tourism officers of the capacity to implement the NTSS in municipalities in the two districts. Secondly, it was based on the need to get the in-depth perspectives of managers at district, provincial and national level on the municipal capacity to implement the NTSS.

For conceptual clarity, the qualitative approach in this instance should be understood as the engaged assessment of attitudes opinions and behavior, whereas the quantitative approach ought to be understood as involving the generation of data in quantitative form and can be subjected to rigorous quantitative analysis in a formal and rigid fashion (as generally explained by Kothari, 2008, p. 5). Comparatively speaking, Neuman (2011, p. 13) views the quantitative approach as focusing on variables, measuring objective facts, with the detached researcher, and the qualitative approach as focusing on interactive processes, constructing social reality, as well as consisting of thematic analysis. Moreover, the qualitative approach ensures in-depth understanding of social reality and cultural meaning (Neuman, 2011, p. 13) and the quantitative approach allows researchers to aggregate, compare and summarise data (Babbie, 2010, p. 23).

The disadvantages in each method were considered prior choosing the mixed method. One of the disadvantages of the quantitative approach is the loss of meaning in numbers, which is richer in the qualitative approach. In contrast, the qualitative approach is time consuming for both the interviewer and the interviewee, especially when interviews are carried out and the analysis of transcript is done (Cassel and Symon, 2004, p. 21).

The utilisation of both approaches has resonance with some scholars. Bless et al. (2006) highlight that the line between quantitative and qualitative has become blurred and comprehensive studies often use both methods. The combination of the two methods is referred to as mixed-method. Accordingly, mixed-method is defined by Tashakkori and Teddlie (1998, p. 17) as studies that combine quantitative and qualitative approaches into the research methodology of the single study or multiphase study. Citing from Creswell (1995, p. 177), Tashakkori and Teddlie outlined the following about the mixed-methods:

- The researcher first conducts a qualitative phase of the study and then quantitative or vice versa.

- The researcher conducts the qualitative and quantitative at the same time.
- The researcher conducts the study using both qualitative and quantitative approaches about equally to understand the phenomenon under study.
- The researcher conducts the study within a single dominant paradigm with a small component of the overall study drawn from an alternative design.

In this context, the researcher conducted the current study by employing the qualitative approach for managers at national, provincial and district level, and administered quantitative survey questions for municipalities. The latter contained small components of open-ended questions. As indicated in relation to the rationale earlier, the qualitative approach will allow in-depth perspectives by managers about municipal capacity and the survey will assist in identifying patterns about municipalities' thinking on their capacity, whereas the small component of open-ended questions within the survey allows the municipality in question to give more perspectives on capacity related issues.

3.4. Research questions and questionnaire content

Rubin (2005, p. 40) asserts that all research projects begin by identifying a topic, and, within that topic, the research question emanates. Likewise, examining local capacity for the implementation of the NTSS was the identified topic, and within that topic the primary research question was formulated. The primary research question, as stated in Chapter 1, was crucial in developing both broad and specific questions.

In order to answer the research questions, critical indicators were identified in Chapter 1. These are qualification, management, integration of planning instruments, existence of intergovernmental forums, political support, alignment of targets, training of staff and funding. The content of questions therefore were moulded in such a way that they probe along these indicators so that issues of capacity can clearly emerge at the end of the interviews.

An intensive process of developing the questionnaire was undertaken through a consultative process with the supervisor. This was preceded by the general questions, which Punch (2005, p. 33) sees as critical in organising the research project, although not specific enough to be answered. The specific questions, as contained in Appendix A, were divided into four sections specific to the target groups, i.e. Section A for Tourism Officers, Section B for District Tourism Managers, Section C for Provincial Tourism Managers and Section D for the NDT Manager. Specific questions are important in that they direct the empirical procedures and they are the questions which actually get answered in the research (Punch, 2005, p. 33).

With regard to the nature of questions, Kumar (2005, p. 136) cautions against developing ambiguous questions. This is to avoid different interpretations by different respondents. Furthermore, he cautions against asking double-barrel questions i.e.

a question within a question. According to Kumar (2005, p. 136), asking double-barrel questions results in situations where some respondents may answer one question, whilst others may answer both, leading to inconsistent data. Most importantly, Kumar (2005) emphasises the need to avoid asking leading questions because they channel the respondents to answer in a particular way. These problems were avoided through meticulous question formulations, which would also ensure that respondents would express their views freely and in their own terms. In addition the questions were crafted in a manner not suggesting that the researcher is expecting a particular answer.

Moreover, specific interview questions were kept short and straight to the point in order to avoid ambiguity. Also, concerted efforts were made to ensure that double-barrel questions were avoided. This was done by breaking down a question into two separate questions, if it required two answers. On top of the literature on questionnaires, there was extensive consultation with the supervisor to ensure research questions do not channel respondents to predetermined answers.

Both open-ended and closed-ended questions were developed (see Appendix A). Open-ended questions allow for in-depth responses about people's experiences, perceptions, opinions, feelings and knowledge (Tylor, 2005, p. 103), whilst closed-ended questions allow researchers to set in categories of possible answers by giving the researcher or the respondents an opportunity to tick categories that best describe respondents' answers (Kumar, 2005, p. 132).

Open-ended questions were developed for the interviews at national, provincial and district level. This allowed the researcher to do follow-up questions in case further clarity was needed. Responses were recorded verbatim and were later transcribed. Meanwhile a combination of close-ended and open-ended questions were developed for interviews at the local level. These were administered by the researcher and predominantly consisted of questions wherein respondents were expected to choose categories that best describe their answers, and those where they were expected to elaborate on their answers. Most importantly, questions were developed in line with the framework to probe issues of capacity, which was outlined in Chapter 1. The framework proposed the development of questions that probe issues such as funding for tourism; institutional arrangements; political support and skills; alignment of planning instruments from the three spheres of government; consultation and implementation plans.

3.5. Collection of data

Essentially, this section reflects on the literature perused pertaining to interviews. This includes lifting out the advantages of face-to-face interviews and the importance of interviews in the research project. Subsequently, the section unpacks the process undertaken to conduct the interviews in the three spheres of government identified.

This is followed by a critical analysis of the literature review pertaining to the recording of interviews, the importance of recording the interviews, and the advantages of recording interviews. Accordingly, the section also indicates the process undertaken to get permission to record and conduct interviews.

3.5.1. Interviews

Interviews in the form of in-depth face-to-face and administered questions were utilised as a means of collecting data in the current study. This was based on the advantages presented by interviews. Kumar (2005, p. 131) identified the following advantages of interviews:

- **Interviews are useful for collecting in-depth information:** In an interview situation it is possible for the investigator to collect in-depth information by probing.
- **Interview information can be supplemented:** An investigator is able to supplement information obtained from responses with those gained from observation of non-verbal reactions.
- **Questions can be explained:** It is unlikely that a question can be misunderstood because an investigator can repeat the question or put it in a form understood by the respondent.

Parker and Rea (1992, p. 9) explored the face-to-face approach and identified the following as its advantages:

- It allows the interviewer to have contact with hard-to-reach populations;
- It allows for a high response rate because they are completed in full and respondents are more willing to verbally express personal feelings than in writing; The interviewer is in a position to ensure that all instructions are followed; and
- It allows the interviewer to administer complex questionnaires and include detailed questions and lengthy lists of alternative responses which the respondent may find intimidating if administered by other means.

Although in-depth face-to-face interviews and administering questionnaires directly were chosen in this research project – and as result of the above advantages – this was not without considering the possible disadvantages. Interviews may be time consuming and expensive and the researcher may introduce his or her bias by framing questions in a particular way (Kumar, 2005, p. 132). To avoid these challenges, questions were developed and approved prior the interview to guide the interviews and restrict the researcher's possible bias.

Yates (2004, p. 164) emphasises the importance of identifying themes for in-depth interviews. Such themes ought to be logical to allow transition from one topic to the next. It is important to start the interview with questions that probe basic descriptive information, as opposed to immediately moving into emotionally sensitive and

provocative questions at the beginning of the interview (Yates, 2004, p. 164).This approach assists in building rapport with respondents.

In the light of the above, the research questions for municipalities were developed so that themes could be clearly discerned from the questionnaire. For example, the questionnaire started with questions that relate to human resources, tourism, intergovernmental relations and then moved to issues of implementation capacity. Most importantly, the questionnaire started with what Yates (2004) refers to as descriptive questions, such as issues relating to tourism officers' qualifications, the number of staff, and their seniority. This was a suitable prologue because it allowed the respondents to be transparent about their capacity to implement the NTSS and the challenges they confront.

3.5.2. Recording and transcription

Neuman (2011) views tape recorders as helpful supplements in field research, which should, however, never substitute for field notes and the researcher's presence in the field. Moreover, he sees recorders as providing approximation of the events, allowing others to review, and assist the researcher to recall the events. Nevertheless, Neuman (2011, p. 402) indicates that recording sometimes creates disruption and increases the awareness of surveillance. Most importantly, Neuman highlights that researchers relying on recording must address associated problems such as batteries and enough tapes. This includes preparedness to re-listen to tapes, which consumes a lot of time.

According to Yates (2004, p. 174), "there are many things that come up during interviews especially on the in-depth interviews". Thus it is important to keep track of many documents and tape recordings to properly manage all research materials. Cargan (2007, p. 60) identifies advantages of using audio or visual records. Among other things, audio/visual allows for greater detail in the analysis to emerge. It is also reliable and valid since the material can be easily reanalysed and rechecked.

Boeijie (2010, p. 72) emphasises the importance of data management to facilitate analysis and ensure that others see what transpired during the field investigation. Furthermore, Boeijie (2010) indicates that most researchers have more than one data source available during the analysis, such as digitally recorded interviews, photographs, and files containing researchers' observations. Another critical aspect of data management, identified by Boeijie, is the transcription of audio and visual sources. These are transcribed so that the researcher may work with texts. According to Boeijie (2010, p. 72) recordings have the following advantages:

- They allow the researcher to focus on the interview without having to worry about taking notes;

- They improve quality of data, as the researcher does not have to select what to take notes on and what not. This prevents distortion of data resulting from the selection process;
- They are an important guarantees of data quality and at the same time show the reviewer that the researcher cares about quality; and
- They provide literal quotes that can be used in the final report for readers to judge the relationship between the original data and the researcher's interpretations.

Interestingly, Kvale (1996, pp. 160-161) indicated that audio tapes give a decontextualised version of the interview. An interviewer can also rely on memory and then write down the main aspect of the interview after the session. However, the latter part was identified as presenting several limitations. Such limitations, Kvale (1996) argues, include rapid forgetting of details and the influence of selective memory. There are other problems associated with recording interviews. Kvale (1996,) points out that some researchers have painful memories of an exceptional interview where nothing got on the tape due to technical faults or most often human error. Kvale (1996, p. 162) argues that this happens in cases where the researcher is so captured by the newness and complexities of the interview situation that he/she simply forgets to turn on the recorder or that the interview was so engaging that any thought of technicalities was lost. With regard to transcribing the interviews Kvale (1996, p. 170) emphasises the importance of clear instructions to transcribe if they are more than one transcriber for a single study. This allows cross-comparison amongst the interviews and can assist the researcher to remember the interview.

In this study, the in-depth face-to-face interviews that were conducted at national, provincial and local level were recorded on audio tape. This was meant to prevent what Kvale (1996) refers to as rapid forgetting and selective memory. The challenges identified by Neuman (2011) were addressed by having spare batteries and utilising technologically advanced audio recording equipment which does not require changing of tapes, and can save numerous interviews because of its memory capacity. With regard to ensuring that the interview is recorded, the permission to record the interviews was always requested before commencement of the interviews. There was general consent and hence all in-depth interviews were recorded.

Another reason for recording the in-depth interviews was to ensure that tapes can be revisited and re-listened to during the analysis stage. This is critical in preventing what scholars referred to as selective memory and misinterpretation of the interviews (Kvale, 1996, pp. 160-161). Besides the above reasons, the researcher who conducted this research project is not a seasoned researcher who could accurately capture and summarise responses without the assistance of tape recorder. In other words, deciding which parts of interview can be summarised into fieldwork notes comes with experience. On the transcription of the recorded interviews in this project, the researcher solicited additional assistance.

The assistant was appropriately briefed. This ensured that the recordings were transcribed according to the same standard.

3.6. Documentary analysis

The origins of documentary analysis as a social science research method can be traced back to the 1920s with the publication of *The Polish Peasant in Europe and America.* The Polish peasant, renowned for its use of personal and other documents, focused on letters which emigrants sent back home, material from a newspaper established by polish peasants, official documents from agencies in Poland and reports from social work and courts in United States of America (Hammersley, 1993, p. 37). For conceptual clarity, documentary analysis is defined by Ritchie and Lewis (2003, p. 35) as the study of existing documents with a view to either understand their substantive content or to illuminate deeper meanings which may be revealed by their style or coverage. These documents include, amongst others, public documents like media reports; government papers or publicity material; procedural documents like minutes of meetings; formal letters; financial accounts; and personal documents like diaries (Ritchie and Lewis, 2003, p. 35). Patton (2002, p. 4) describes documentary analysis as including the studying of excerpts, quotations, or entire passages from organisational, clinical, programme records, memoranda, as well as official publications and reports.

There appears to be a general consensus amongst researchers on what constitutes documentary analysis. Public documents and official government papers and reports feature prominently in the description of documentary analysis. Accordingly, this research project reflects on official government documents with a view to enhance the understanding of tourism implementation. Documents like the Constitution of the Republic of South Africa; White Paper for the development of tourism in South Africa, National Tourism Sector Strategy; Tourism Act of 1993/Tourism Bill of 2012; and other relevant documents were analysed with a view to illuminate implementation responsibilities of the different tourism spheres of government (see Chapter 2 for the analysis of the above documents).

The documents in Chapter 2 section 2.4 were chosen because they are in one way or another clarifying the mandate of each tourism sphere of government. The documents will also assist towards understanding the extent to which the different tourism spheres of government and the case study municipalities are living up to their mandate, i.e. implementing the NTSS.

Documentary analysis has to be understood within its proper context. There are various kinds of data. Bhattacharya, (2006, p. 52) distinguishes between primary and secondary data. Primary data is collected by the investigator for the specific study. This data is original in character, generated by surveys and conducted by institutions or individuals.

Secondary data, Bhattacharya (2006, p. 52) argues, is when an investigator uses data which has been collected by others. The data is the primary data for the agency which collected it and becomes secondary for someone else, who uses this data for his/her own purposes. Documentary analysis to be used in this research project therefore falls within the secondary data category.

Documentary analysis is not conducted for its own sake. Each research project ought to clarify the purpose of conducting documentary analysis. In addition, a particular research project may have ample documents spanning decades. Thus Denscombe (2007, p. 227) underlines the point that documents should be viewed as a source data in their own right, which may not be used as an alternative to questionnaires, interviews or observation. Bickman and Rog (1998, p. 19) indicate that investigative research may rely on documentary evidence often in combination with testimonies or interviews. Bickman and Rog (1998, p. 20) also underscore the significance of planning the amount of data that will be needed and the time periods of interest.

Accordingly, documentary analysis in this research project is meant to supplement the fieldwork undertaken and complement the analysis of results. In addition, the analysis of government documents undertaken covers the period from the year 1993 until currently. This was based on the fact that the development of the tourism public policy landscape in South Africa began to take shape in the early 1990's with the development of the Tourism Act of 1993 and the Tourism White Paper of 1996.

There are advantages associated with documentary analysis. The collection of such data involves less cost, time and effort (Panneerselvam, 2004, p. 30). Ritchie and Lewis (2003, p. 35) view documentary analysis as useful particularly where the history of events or experiences has relevance and in studies where written communication may be central to the enquiry. Documentary sources may also be needed when situations or events cannot be investigated by direct observation or questioning (Ritchie and Lewis, 2003, p. 35). The utilisation of documentary analysis in this project is less about cost efficiency, time convenience and inability to question respondents, however, it is more about the relevance of the documents to the study. Put differently, the documents analysed in this research project sketch out the implementation roles and responsibilities.

The literature goes beyond the advantages and cautions about the pitfalls of documentary analysis. Problems associated with documentary analysis, Panneerselvam (2004, p. 30) notes, include availability of information in a different format to that which is required and the fact that the information may be dated and therefore not meet the requirements of the present day study. Moreover, William (2006, pp. 52-54) indicates that the powerful nature of some secondary data like films can arouse emotions and seduce one into becoming less critical. To avoid emotions and drowning into the data that assails us every day, William (2006, pp. 52-54) proposes comparison of data from different sources.

In view of the above, the problems associated with dated information were eliminated by outlining the period wherein the analysis will focus (1993 onwards) and by limiting scope to documents that reflect on the subject matter i.e. tourism implementation roles and responsibilities. On the issues of sidestepping emotions and uncritical reflections, the research project focused on various documents as reflected above, with a view to understand their take on implementation responsibilities of the different spheres of government.

Hen et al. (2006, p. 105) highlight other problems associated with documentary analysis. The most common problems are selective deposit and selective survival. According to Hen et al. (2006, p. 105) selective deposit occurs where an unrepresentative selection of documentary data is stored and selective survival involves an editing process governed by the values of those who are in a position to decide what should and should not be made available to researchers. Thus it is important to ascertain whether the document is the real thing or whether it may have been innocently, carelessly, deliberately changed or falsified by someone in the process of production or reproduction (Hen et al., 2006, p. 105).

Selective deposits, Hen et al. (2006, p. 105) argue, often occur where crime statistics and suicide statistics are involved. The official measurements of domestic violence for example underestimate the rate of such crime as many cases are not reported. Equally, Hen et al. (2006, p. 105) indicate, only a quarter of suicide leave a suicide note; thus it is impossible to gain a definitive account of why the suicide took place. Therefore, the selection of documents for this project was solely based on their relevance to tourism implementation issues. Moreover, the selection was not problematic because there are limited regulatory frameworks specific to tourism. This may be attributed to the fact that tourism is beginning to be an area of focus in the country. Also, the documents clearly outlined the mandate of each and every sphere and therefore form an important basis for the study examining municipal implementation capacity for the NTSS.

With regard to the credibility of the documents, Denscombe (2007, p. 227) indicates that some social researchers view government publications as an attractive proposition because they appear to be authoritative and objective. This notion of objectivity and authoritativeness emanates from the idea that the data has been produced by the state employing large resources, expert professionals, thus having credibility and it appears to be objective since the data have been produced by officials, who are regarded as impartial. Other scholars caution against this. Silverman (2004, p. 58) for example underlines the importance of understanding documents for what they are. Documents are social facts in that they are produced, shared and used in a socially organised way. However, Silverman (2004, p. 58) argues, they are not transparent representation of organisational routines, decision making processes or professional diagnosis. They construct a particular kind of representation using their own conventions. Moreover, they are not surrogates for other kinds of data.

Silverman (2004, p. 58) also argues that researchers cannot for instance learn through written records alone how an organisation actually operates day by day. Equally, Silverman (2004, p. 58) emphasises that, "researchers cannot treat records, however official, as firm evidence of what they report". Silverman (2004) points out that these observations have been made repeatedly about data from sources such as statistics on crime, suicide, health, death and educational outcome. This, Silverman cautions, should not result in downgrading the importance of documentary data. In addition, Silverman (2004, p. 59) discourages the use of data to validate other data, or used as an instrument to cross-check the oral accounts or to provide some kind of historical context, hence the emphasis of seeing documentary material as data in their own right. Silverman's (2004, p. 59) argument is based on the fact that documents enshrine a distinctive documentary version of social reality, with its own conventions and social occasions.

Accordingly, the documentary analysis in this research project should therefore not be seen as augmenting the fieldwork undertaken. However, it should be seen as another critical data aimed at enhancing the quality of the research project. The issue of cross-checking the oral accounts is not the ultimate goal, hence it will happen coincidentally. Silverman (2011, p. 95) also identified various approaches to studying documents. Table 4 outlines the approaches.

Table 4:
Approaches to studying documents

Focus of the research approach	**Document as a resource**	**Document as a topic**
Content	1. Approach that focus entirely on what is in the document	2. Archaeological approaches that focus on how document content comes into being
Use and function	3. Approach that focus on how documents are used as a resource by human actors for purposeful ends	4. Approaches that focus on how documents function in and impact on schemes of social interaction and social organisation

Source: David Silverman (2011, p.95)

For the purpose of this research, the focus of documentary analysis was on the first two columns. In other words, the analysis was focusing on the contents of the document in relation to tourism implementation in spheres of government. The documents were therefore used as the bases for sketching out a picture of the tourism implementation landscape with the ultimate goal being to examine municipal capacity for the implementation of the NTSS. It was crucial for the research project to establish what various documents say about implementation before examining issues relating to capacity.

3.6. Ethical issues

Ethics refers to the moral deliberation, choice and accountability on the part of researchers throughout the research process (Mauthner et al., 2002, p. 14). According to Kimmel (1998, p. 9) "ethics in social sciences require researchers to maintain a delicate balance between scientific requirements of methodology, the human rights and values potentially threatened by the research". Unethical behaviour may lead to community withdrawal of support for social scientific research (Israel and Hay, 2006, p. 4). Accordingly, a researcher is expected to think carefully about the impact of research and how he/she must behave, so that no harm occurs on the subjects or society in general (McNeill, 2005, p. 12).

To Curtis and Curtis (2011, pp. 16-17), ethical considerations include voluntary informed consent, which entails the notion of free will, provision of potential participants with sufficient information to make informed decisions and a formal process where participants affirm their participation. Somekh and Lewin (2005, p. 57) explored the concept of confidentiality and anonymity and posit that the latter has to do with offering protection of privacy, whilst the former allows people to talk in confidence and also refuse publication of material that might harm them.

Various steps were taken to ensure that the above ethical principles are fully considered and research has credibility. Firstly, the official letter that was used to approach interviewees was drafted outlining the research project, the aim of the research project, what it sought to find out, request for the respondents' participation and the estimated time it would take to participate in the study. In addition to that, the letter guaranteed the participants anonymity, by stating that their names and contact details will not be captured on the questionnaires. This was included to ensure that participants express themselves freely. Furthermore, the letter explained what will happen to the research after the completion of the study. It indicated that the research will be available at the Witwatersrand University Library after approval.

Secondly, the ethical clearance was signed by the researcher and supervisor. This was done after the research proposal was scrutinised by the research committee of the University. Thirdly, there was communication with the respondents explaining the study as outlined in the letter and requested their participation.

This was subsequently followed by emails explaining everything pertaining to the study, along with the attachment of the questions (see questions in Appendix A). The first page of the questions had the letter which explains everything about the study and the contact details of the supervisor, should the respondents wish to contact the supervisor (see Appendix A for cover letter).

Most importantly, other basic research principles during the day of the interviews were followed, such as explaining to the respondents before the start of the interview that their participation is voluntary and that they could at any time withdraw their participation. This included repeating the commitments outlined in the letter. As indicated in section **3.5.2**, permission to record the interviews was requested, with a view to ensure that the entire focus was on the interview. Permission was granted by all participants, hence all interviews were recorded. The recordings of the interviews can be made available upon request, provided that confidentiality does not become compromised.

3.7. Approach to the analysis of the results

A reflection on the categorisation of data in preparation for analysis is a common feature amongst the social science research scholars. Categorising in this case should be understood as bringing together a number of observations which are considered to be similar (Dey, 1993, p. 21). Babbie (2008, p. 445) highlights the significance of generating codes from the survey data gathered in order to facilitate analysis. Such can be done by looking at responses that may fit into a particular category. Auerbach and Silverstein (2003, p. 31) emphasise the importance of coding, which is premised on the assumption that no one is smart enough to read a series of transcripts and immediately see the patterns within them. Coding therefore allows researchers to organise text from the transcript and discover patterns that can't be seen directly from the massive amount of texts (Auerbach and Silverstein, 2003, pp. 31-32). Subsequent to coding, the issue of themes is identified as critical. Auerbach and Silverstein (2003, p. 38) refers to a theme as an implicit topic that organises a group of repeating ideas.

Tylor-Powell and Francis (2003) equally highlight the importance of categorising information from respondents, with a view to enhance the analysis. The suggestion is to focus on themes and issues that recur in the data followed by the construction of meaning. Uppermost in the analysis phase is the focus on patterns, similarities, differences and consistent themes (Tylor-Powell and Francis, 2003). Neuman (2011, p. 458) indicates that qualitative researchers often use general ideas, themes or concepts as tools for making generalisations. Furthermore, Neuman (2011), in line with other authors, also argues that qualitative researchers analyse data by organising it into categories on the basis of themes or similar concepts. According to Neuman (2011, p. 460) 'this frees the researcher from entanglement of the raw data and encourages high level thinking'.

In light of the above, the researcher first identified recurring patterns with the potential of grouping those patterns into themes. Secondly, the researcher revisited the broad and specific questions with a view to assess whether themes can be deduced. Consequently, the broad questions were utilised as a tool to categorise and develop themes. Put simply, specific questions probing similar issues were grouped into relevant broad questions. For example, questions and responses relating to human resources were grouped together. Likewise, questions and answers relating to either intergovernmental relations or budget were grouped together. This process led to the development of the following themes, which informed the analysis of results:

- Tourism related human resources;
- Alignment and intergovernmental relations;
- Budget;
- Consultation; and
- Suggestions on the improvement of the implementation of the NTSS in municipalities.

Overall, qualitative analysis was undertaken. This was based on the fact that the bulk of interviews i.e. interviews from districts, provinces, national, and a smaller part of administered surveys in local municipalities required in-depth responses. Apart from that, the intention was to get deeper meaning in the patterns that were established in responses from the municipalities in the two districts.

3.8. Limitations of the study

Bhattacharya (2006, p. 208) points out that every research project has shortcomings which need to be communicated in a clear and concise manner. This is not meant to undermine the quality of the research project but to enable the reader to judge the validity of the study results. Accordingly, this study does not claim to be an exhaustive investigation of tourism policy implementation at local level. It focuses on two district municipalities and their local municipalities. The study therefore cannot be generalised across South Africa, but generalisations can be made in the two provinces where the research was conducted, and in relation to municipalities that display comparable characteristics to those of the two selected case studies.

3.9. Conclusion

Besides the presentation of the research design, methodology, study population and the intended respondents, there are numerous important issues that came out of this chapter. Firstly, it emerged that both quantitative and qualitative methods have weaknesses if used individually. In quantitative approach, there is loss of meaning in numbers.

Understandings are richer in the qualitative approach, whereas the qualitative approach is time-consuming for both the interviewer and the interviewee, particularly when interviews are carried out and the analysis of transcripts is done (Cassel and Symon, 2004, p. 21). Secondly, three important issues on research questions came up. The issues include, avoiding the development of double-barrel questions, avoiding asking leading questions and avoiding asking ambiguous questions which may lead to misinterpretation. In addition, the research design and methodology section demonstrated that the broad questions guiding the research were not developed haphazardly. They were developed after identifying indicators that will help determine the extent of municipal capacity to implement the NTSS. These indicators are qualification, integration of planning instruments, existence of intergovernmental forums, political support, alignment of targets, training of staff and funding.

Thirdly, the issue of recording interviews was identified as critical in that it allows the researcher to focus on the interview and be able replay the recorded interview numerous times for the purpose of accurate analysis. Most importantly, this chapter cautions against the researcher getting consumed by an engaging interview to a point where nothing gets recorded. Related to that, is the advice against replacing field work notes with recorded interviews. Fourthly, it came out strongly in the literature that documentary analysis should not be taken as literature that plugs the gaps from the fieldwork. However, it should be taken as an important literature on its own. In other words, it should be taken as a literature that assists researchers to better understand the subject matter in totality. Apart from that, there was an emphasis that documents do not necessarily reflect the actual reality hence the need to critically evaluate and compare information. Also, the pitfalls of documentary analysis such as dated information and bias data were highlighted as issues that the researcher ought to guard against.

Lastly, this chapter dealt with the importance of responsible research practices which observes ethical protocols. This was highlighted as critical in that future researchers may find it difficult to access communities if ethical standards are not met. On the analysis approach to the results, the identification of categories and the development of themes were seen as a suitable approach to deal with enormous data that came out of the fieldwork. Moreover, the focus on Bojanala and West Rand District Municipalities was seen as a limitation (in terms of generalizability to all of South Africa), hence the recommendation in the way forward chapter for a country-wide study that looks at the municipal capacity to implement the NTSS. The next chapter analyses the results from the fieldwork undertaken. The ultimate aim of such an analysis is to be able to decipher whether municipalities are capacitated to implement the NTSS, or not.

CHAPTER 4:

PRESENTATION AND ANALYSIS OF THE RESULTS

4.1. Introduction

This chapter presents the research findings based on the data collected. The study investigated the extent to which two case study selections of municipalities in two of South Africa's provinces are capacitated to implement the National Tourism Sector Strategy (NTSS). The case study municipalities are Bojanala District Municipality, West Rand District Municipality, Merafong Municipality, Westonaria Municipality, Randfontein Municipality, Mogale City, Madibeng Municipality, Moretele Municipality, Rustenburg Municipality, Moses Kotane Municipality and Kgetleng Rivier Municipality. The data collected during the study has been categorised under the five sections as described below:

- Tourism related human resources;
- Alignment and intergovernmental relations;
- Budget;
- Consultation and implementation plan; and
- Suggestions for the improvement of NTSS implementation in municipalities.

The tourism related human resources section provides responses from cases study municipalities ranging from the level of qualifications of tourism officers; the existence of tourism units; training attended by tourism officers; the type of training attended; number of tourism personnel in each municipality and the existence of senior tourism managers.

The alignment and intergovernmental relations section focuses on responses from case study municipalities such as the existence of tourism forums; alignment of IDP and the NTSS; tourism incorporation in the IDPs; and responses on whether tourism is seen as a key economic sector by each municipality. Apart from that, this section will provide feedback from the provincial managers on the existence of the Provincial Tourism Forums in Gauteng and North West.

The budget section provides case study municipalities' feedback on the allocation they received from national and provincial departments of tourism for the implementation of the NTSS. Similarly, the section also provides the responses from the national and provincial tourism departments on the allocation they made to municipalities for the implementation of the NTSS.

The consultation and implementation section focuses on case study municipalities' responses around the NTSS consultation process undertaken by the National Department of Tourism to interact with municipalities. It also reflects on the existence of NTSS implementation plans in the three tourism spheres of government. The section on suggestions for the improvement of the NTSS implementation in municipalities reflects the views from cases study municipalities on the capacity building initiatives they would want to see for tourism officers.

4.2 Results

The results presented here are important in that they will unmask the value that tourism policy makers place on issues of policy implementation and capacity to execute policies. Furthermore, the results will demonstrate whether tourism policy makers understand the significance of resources for successful implementation of policies.

Apart from that, the results may provide a new approach that national tourism policy makers, and policy makers broadly, ought to consider for successful implementation of national strategies and policies. This perhaps includes the elevation of generic factors affecting implementation that any serious policy maker should consider during policy development. Although the study focuses on Bojanala and West Rand District Municipalities, the results may provide a hint on the possible status quo of municipal capacity to implement the NTSS in South Africa.

4.2.1. Tourism related human resources

The results presented here relate to the existing tourism human resources, training provided for tourism officers and the existence of tourism units in municipalities. Respondents were asked specific questions about their qualifications, the existence of a tourism unit in each municipality and the staff, as well as the type of training they attended. The qualification question was not asked at provincial and national level because the interest was to assess that solely in municipalities.

4.2.1.1. Qualifications of tourism officers and managers

Table 5 shows that post-matric qualifications were not a problem in municipalities interviewed. Tourism officers at local level seem to be reasonably well educated. As a matter of fact, all eight tourism officers, interviewed have post-matric qualifications. In addition, half of the tourism officers have tourism related qualifications. These include a diploma, a post graduate certificate, an honours degree, and one interviewee is pursuing a Doctorate degree.

Table 5: Qualifications of tourism officers in the case study municipalities		
Municipality	**Tourism qualification (yes/no)**	**Type of qualification for tourism officer**
Kgetleng Rivier	No	Local Economic Development Degree
Merafong	Yes	Honours in tourism
Madibeng	Yes	Post Graduate certificate in tourism
Westonaria	Yes	Diploma in tourism
Moses Kotane	No	Honours degree in Commerce
Mogale City	Yes	Masters in tourism
Rustenburg	No	Diploma in business management and certificate in programme and project management
Moretele	No	Diploma in local government, Diploma in public management and Diploma in financial management

The other half of the interviewees has qualifications, albeit not in tourism. As indicated in Table 5 these range from a degree in Local Economic Development (LED); an Honours in Commerce; Diploma in Local Government; Public Management; Financial and Business Management; and Certificates in Project Management. Although these qualifications are not tourism specific, they are highly relevant in that they add an important economic, governance, business and project management dynamic. For example, a person with a business and financial management qualification will provide a municipality with better understanding of tourism business operations, whilst a person with a local economic development qualification possesses knowledge of how local economies and various sectors within that local economy ought to operate. Similarly, project management is critical in any sector.

4.2.1.2. Existence of a tourism unit in the case study municipalities and provinces

With regard to the existence of a tourism unit at local level, Table 6 shows that the majority (five) of local municipalities in this study were found to have such units. Both district municipalities also have a tourism unit. In the case of the district level, these units are part of the LED section. Rustenburg, Moses Kotane and Kgetleng Rivier Municipalities did not have tourism units.

The existence of tourism units in the majority of municipalities speaks to the likelihood of elevated and systematic attention to the tourism policy issues. However, it is important to acknowledge that the existence and capacity are two distinct phenomena. Thus, the existence of a tourism unit does not necessarily mean there is capacity. The findings on the shortage of staff from some of these tourism units, as reflected in Table 6, affirm the above argument.

Table 6: Presence of tourism units in the case study municipalities			
Municipality	**Existence of a tourism unit (yes/no)**	**Number of personnel**	**Existence of senior manager (yes/no)**
Bojanala District Municipality	Yes	2	Yes
West Rand District Municipality	Yes	2	Yes
Rustenburg Municipality	No	1	No
Moses Kotane Municipality	No	2	No
Kgetleng Rivier Municipality	No	1	No
Moretele Municipality	Yes	2	No
Mogale City Municipality	Yes	3	No
Westonaria Municipality	Yes	1	No
Madibeng Municipality	Yes	4	No
Merafong Municipality	Yes	2	No

Similarly, the non-existence of a tourism unit in the three municipalities of Rustenburg, Moses Kotane and Kgetleng Rivier is problematic. It signals the lack of a dedicated focus on tourism in these municipalities. Normally, when such situations exist, tourism is delivered by LED personnel who are in most cases overloaded because they are responsible for most local economic sectors. These economic sectors include mining, agriculture and manufacturing. Such an arrangement is untenable given that South Africa identified tourism as a key economic sector.

On the issue of personnel, Table 6 shows that numbers vary from one municipality to the next. Merafong, Moses Kotane and Moretele have two tourism personnel members for each municipality, whereas Rustenburg, Kgetleng Rivier and Westonaria have one each. Mogale City has three dedicated personnel members, with Madibeng topping the list with four tourism personnel. Bojanala and West Rand respondents indicated that they have a staff complement of two tourism officers for each District Municipality. However, Bojanala District pointed out that there is an intern complementing the two staff members. West Rand also indicated that they get assisted by interns from time to time, although it has been some time since they have had one.

At provincial level, the human resource allocation in the two provinces varied markedly. The Gauteng Provincial Department of Economic Development has one person responsible for tourism, whilst the North West provincial tourism department was reported to have sixteen employees who are responsible for various geographical regions within the province. Their focus is more on all the district municipalities in North West.

Although the issue of capacity cannot be determined through numbers alone, it is difficult to envision a situation where a municipality with one tourism officer is able to comprehensively facilitate the implementation of the NTSS and its multiple objectives as outlined in the introduction. Acknowledging that there isn't an appropriate number for staff that can be designated to fully support all municipalities within the respective district municipalities, the staff complement of two personnel in each district and one person in one province is also inadequate, if one considers the staff constraints in some municipalities. It is inadequate in the sense that tourism is a multidisciplinary activity and insufficient staff numbers makes it inconceivable to expect specialisation and expertise in many of the tourism 'sub-disciplines'. Tourism as a sector has disciplines such as culture/heritage, ecotourism, avitourism, adventure tourism, rural tourism, township tourism, and dark tourism (i.e. tourism destinations associated with death and tragedy). It is therefore highly unlikely that the existing staff complement can do justice to tourism development and by extension the implementation of the NTSS.

The same argument applies in Gauteng. Although most of the tourism functions in Gauteng are delivered by the Gauteng Tourism Authority, having one tourism person responsible for policy-related functions in the Provincial Tourism Department is equally inadequate. It is inadequate in the sense that the department must develop policies, facilitate implementation and play a crucial role in monitoring the implementation of policies as outlined in the Tourism White Paper. Similarly, the NTSS, as indicated in the documentary analysis, requires provincial tourism departments to develop provincial policy and strategy, provide funding for tourism promotion and development, monitor application of funds, and also work with the national safety and security department and bodies to address tourism safety. It is inconceivable to expect one person to sufficiently deal with the policy and regulatory environment.

On the issue of personnel seniority, none of the municipalities had a senior manager responsible for tourism. Senior managers play a critical role in representing sector specific needs during IDP conceptualisation. This includes ensuring that there are solid sector proposals during the development of the IDP and budget. The non-existence of senior tourism managers in all municipalities is a cause for concern. This has the potential of weakening the influence of the tourism sector when it comes to financial decision making at local level.

Equally, the existence of only junior tourism personnel member in Moretele, Rustenburg and Westonaria Municipalities does not augur well for tourism development. IDP processes are competitive policy spaces and arguably require the presence of senior personnel with the right to take binding decisions. The Municipal Systems Act, as reflected in the documentary analysis, highlights the need for municipalities to ensure that their planning complements the planning of other affected municipalities and consider national and provincial plans when developing local plans. This therefore requires tourism personnel with strategic planning skills to ensure that national, provincial and district plans are considered during the strategic planning in the municipality.

4.2.1.3. Training

Table 7:
Training tourism staff in the case study municipalities

Municipality	Attended training (yes/no)	Type of training attended
Rustenburg Municipality	No	None
Moses Kotane Municipality	No	None
Kgetleng Rivier Municipality	Yes	Hospitality
Moretele Municipality	Yes	Policy and strategy; and tourism management
Mogale City Municipality	Yes	Social, historical and cultural tourism; one day workshops
Westonaria Municipality	Yes	North west parks board training
Madibeng Municipality	Yes	Tourism enterprise programme; destination marketing, customer care, and tourism marketing
Merafong Municipality	No	None

With regard to training aimed at up-skilling the municipal staff, Table 7 shows that more than half of municipal tourism officers in this study attended training that relates to their areas of performance. The training attended ranged from one day workshops; policy and strategy; social, historical and cultural tourism; destination marketing; customer care and tourism marketing. Nevertheless, tourism officers from three municipalities (Merafong, Moses Kotane and Rustenburg) had never attended any training relating to their areas of performance.

From the district level, respondents from both the district municipalities in the study attended some form of training, i.e. workshops for the Bojanala District respondent and tourist guiding training for the West Rand respondent. At provincial level, North West indicated the provision of training for municipalities through workshops supported by institutions like the Tourism Enterprise Partnership (TEP; it is a non-profit company promoting development of small tourism businesses). Gauteng indicated in the interview that they provide training on issues such as marketing, bookkeeping, identification of markets, and issues around the profiling of businesses.

The NDT respondent indicated that there aren't skills programmes at national level specific to the NTSS. The respondent then acknowledged the need to capacitate local government and reflected on the new Capacity Building Programme for municipalities that the Department would be piloting in 2013. The programme was conceptualised and developed in the Annual Performance Plan 2012/2013. According to the respondent, Capacity Building Programme focuses on training municipal officials in areas such as marketing, research, asset management, policy, and planning (National Department of Tourism interview, 29/08/12).

The lack of training in some municipalities is problematic, given the reality that all work environments constantly evolve and therefore require constant capacitation of the workforce in order to cope with the changes. The national and provincial departments, as envisaged in the Municipal Finance Management Act and Municipal Structures Act, have a responsibility to assist local government on capacity building. Lack of training may have an impact on the implementation of the NTSS.

The Capacity Building Programme for municipalities, piloted by the national department as part of the 2012/13/14 Annual Performance Plan is a crucial step towards enhancing local capacity. However, the notion by the National Department of Tourism that municipalities will in future be expected to pay for this programme might be a problem. This is because the results on the allocation of budget below show that funding is a problem in municipalities. Beyond that, it seems as if provinces and districts need to reflect on the extent of inclusiveness of the training support they provide. This is critical because it appears that the training support doesn't reach all municipalities.

4.2.2. Alignment and intergovernmental relations

The results presented here relate to alignment of tourism and the NTSS with local and provincial plans, existence of tourism forums, familiarity with the NTSS as well as support from political leaders. Respondents were asked specific questions on the existence of municipal, district and provincial tourism forums, whether their local district and provincial plans reflect the NTSS, and whether they receive support from councillors. Provincial Tourism Forums and Tourism Committees should be understood as those intergovernmental structures consisting of representatives from metropolitan, local and district municipalities in the province.

The representatives in the committee consist of municipal managers of each district and metropolitan municipalities in the province, chief executive officers of the provincial authority, chairperson of the authority, and the head of department (KwaZulu-Natal Tourism Act of 1996). The KwaZulu-Natal model of a provincial tourism committee has been used as a best practice case by the National Department of Tourism. This was also formally endorsed by the Local Government Tourism Conference held in February 2013. The same applies at district and local levels. The District Tourism Committee consists of representative from municipalities in the district, and district tourism organisations under the leadership of the district mayor. The Provincial Growth and Development Strategies (PGDS) should be understood as a critical tool that guides and coordinates the allocation of resources and private sector involvement in the province (PGDS guidelines, 2005). The PGDS is based on a long term view of a province's development trajectory and draws from national frameworks such as the National Spatial Development Plan and Medium Term Strategic Framework.

4.2.2.1. Integration of tourism and the NTSS into IDPs and Master Plans

Table 8 shows that all local municipalities' respondents interviewed, with the exception of Rustenburg Municipality, indicated incorporation of tourism in their IDP's. Half of the respondents (Mogale City, Westonaria, Kgetleng Rivier, and Moses Kotane Municipalities) indicated that tourism is seen as a key economic sector in their municipalities, whilst the other half (Madibeng, Moretele, Rustenburg and Merafong Municipalities) responded conversely. It is important to note that respondents who indicated that tourism is not seen as a key economic functional area in their municipalities are from local areas whose economy is dominated by mining industry. The gold, platinum, and other precious metal are mostly found in four municipalities that did not identify tourism as a key economic sector.

Rustenburg, Madibeng, Moretele, Westonaria, Merafong and Kgetleng Rivier Municipalities saw the NTSS as critical to job creation and improving the economies of municipalities. There were hence contradictory views from Moses Kotane and Mogale City Municipalities, as illustrated in the words of two of the respondents. The respondent from Moses Kotane said (29 November 2012),

> We house three icons – Sun City, Pilanesberg and Madikwe Game Reserve ... we need to use a brand that is already created to our advantage. But it doesn't work like that. We need the support of the national department to ensure that the spin-offs from these three icons filter through our small municipality. Our small tourism products don't grow. They don't grow because there is no alignment or coordination between them and these three icons. I believe that we would be in a position to receive more visitors in our area as a tourism municipality had this actually been done.

Table 8: Arrangement of tourism related institutions in the case study municipalities				
Name	**Tourism seen as economic sector (yes/no)**	**Existence of tourism forum (yes/no)**	**IDP and NTSS alignment (yes/no)**	**Tourism incorporated in IDP (yes/no)**
Rustenburg Municipality	No	No	No	No
Moses Kotane Municipality	yes	Yes	Yes	Yes
Kgetleng Rivier Municipality	Yes	Yes	Yes	Yes
Moretele Municipality	No	No	No	Yes
Mogale City Municipality	Yes	No	Yes	Yes
Westonaria Municipality	Yes	Yes	No	Yes
Madibeng Municipality	No	Yes	No	Yes
Merafong Municipality	No	Yes	Yes	Yes

The other respondent, from Mogale City, explained his view on the NTSS contribution towards overall delivery of tourism by the municipality. He said (4 October 2012),

> The strategy is nice, but now that you don't have resources that we are expecting from the national government to implement the very same strategy, then it is useless. It's like you are having a nice document, which will gather dust in the shelf.

4.2.2.2. Existence of tourism forums in the case study municipalities and provinces

With regard to Municipal Tourism Forums (see section 4.4.2), Table 8 shows that respondents from Mogale City, Moretele and Rustenburg Municipalities indicated that their municipalities do not have such forums to support implementation of tourism initiatives, whereas the rest indicated the existence of such forums in their municipalities. The Bojanala District respondent indicated that there is not a tourism forum. However, there are private sector associations established in local municipalities that the district supports.

The West Rand District indicated the existence of a District Tourism Forum (see section 4.4.2) and the task team consisting of the district and local municipalities. The non-existence of a District Tourism Forum in Bojanala, as well as lack of Municipal Tourism Forums in some of its municipalities, may compromise integrated planning required by the Municipal Systems Act and the NTSS. This is a challenge in the sense that tourism forums are instrumental in collectively tackling barriers to tourism growth. For example, issues of tourism safety and investment in tourism infrastructure are normally resolved by such structures.

Neither of the provinces interviewed has a Provincial Tourism Committee/ Forums as envisaged in the institutional arrangement of the NTSS. However, Gauteng indicated that this province has a unit in the form of the Gauteng Tourism Authority (GTA). This body coordinates with people who are deployed in the regions. With regard to support for the establishment of District Forums, the Gauteng Tourism Department manager indicated that the province, together with the GTA, allocate an official for each region in Gauteng as contact point between the province and municipalities. Furthermore, the manager highlighted that the province engages municipalities through these officials regarding their needs.

The North West tourism department manager indicated that the provincial department has been to all districts in the province, encouraging the establishment of District Tourism Forums, which are critical in tackling barriers to tourism growth. Furthermore, the manager indicated that talking to districts was the only support they provide currently, although this interviewee is of the view that support should go beyond talking, to include resources for either infrastructure or programmes as proposed by the NTSS under the responsible schedule of provinces.

It appears that provinces still need to conceptualise the practical support they ought to provide for the establishment and sustainability of these critical tourism forums. This is because, both Gauteng and North West departments did not specifically point out substantive support provided for the establishment District Tourism Forums, except talking to the districts and interacting with officials deployed in the regions (Gauteng Department of Economic Development and North West Economic Development, 19 September 2012 and Environment, Conservation and Tourism interviews 25 October 2012).

Beyond that, it appears that the two provincial tourism departments (i.e. Gauteng and North West) need to establish their Provincial Committees / Forums as envisaged in their Plans. As indicated above, these forums are critical in removing barriers to tourism growth and coordinating implementation of the NTSS. Tourism committees / forums are critical because they bring together the public and the private sector stakeholders. The KwaZulu-Natal Committee and the Forums were identified as a model for other provinces (Local Government Tourism Conference 2013 Report).

Their Provincial Tourism Committee is co-chaired by the Member of Executive Committee (MEC) for tourism and Chief Executive Officer of Tourism KwaZulu-Natal. At district level, the committees are co-chaired by mayors and private sector leaders of tourism organisations (KwaZulu-Natal Tourism Act, 1996). Such arrangement allows the public and the private sector to collectively facilitate implementation of tourism programmes.

With regard to support provided by the National Department of Tourism for the establishment of Provincial Tourism Forums and District Forums the respondent indicated they don't provide financial support for committees. But the department developed frameworks which emphasised the significance of establishing Provincial Tourism Forums. For example, the Intergovernmental Stakeholder Engagement Framework was approved in 2011 by the National Department of Tourism. The framework was aimed at facilitating clear communication and exchange of information between stakeholders, and improves working relationships and formation of partnerships between tourism stakeholders.

It appears that the NDT would need to do more in improving stakeholder engagement because the two provincial tourism departments interviewed did not have Provincial Tourism Forums and Committees. For the local level, almost all respondents interviewed, except for the Moretele Municipality respondent, highlighted the existence of local tourism organisations. This allows local tourism organisations to articulate with one voice on tourism issues confronting them in a local area.

On the question of the relationship between municipalities and provincial tourism departments, the responses varied. The respondents from Mogale City, Kgetleng Rivier and Westonaria described their relationship with provincial tourism as good, and the Merafong respondent described it as very good. The other four respondents varied their verdicts from poor, very poor, and not sure, to average. The majority of the respondents who described a positive relationship with provincial tourism departments were from Gauteng. Only one respondent from North West described a positive relationship with that province's tourism department. This suggests a need to improve relations between North West provincial tourism departments and municipalities.

4.2.2.3. Familiarity with and alignment of the NTSS with local IDP objectives, district and provincial plans

All respondents were familiar with the NTSS. However, table 8 shows that respondents from four of the eight municipalities (i.e. Rustenburg, Westonaria, Madibeng and Moretele) indicated that their municipality's IDP objectives are not aligned to the NTSS. In relation to that, only three respondents (from Mogale City, Kgetleng Rivier and Merafong) indicated alignment between the NTSS targets, IDPs and municipal tourism targets. The reasons for the perceived non-alignment varied.

Some interviewees indicated the need to be educated about the NTSS, and others indicated that their municipalities are in the process of developing local plans to promote alignment. One respondent from the municipality of Moretele cited the issue of capacity as a contributing factor to lack of alignment. For example, he said (11 August 2012),

> ... even the capacity in terms of staffing ...we are having two people, and both of them are not permanently employed (one is an intern). I mean, if this lady gets an offer somewhere, she leaves, and what happens? And we got the other one from another department. If they decide to take her back, we will be back to square one.

The other respondent from Moses Kotane Municipality went deeper into alignment issues. She said that (22 November 2012),

> ... there is some form of top-down approach. I believe we need to come up with local targets, which inform the regional targets, the regional should inform the provincial, ultimately the national. So, if it works from the top down, I don't know whether our targets are going to be a true reflection of what is happening on the ground. As national, you cannot determine what is supposed to happen at local government, but you need to hear from local government what the setting is. At the moment, I don't believe we've got that synergy between the three spheres of government. We work in opposite directions.

Both respondents from the district municipalities were aware of the NTSS and indicated the alignment of their District IDP's objectives with the NTSS. They saw the NTSS as a critical document which gives direction to the country. Provincially, both tourism managers indicated the alignment of their provincial tourism objectives to that of the NTSS. The Gauteng manager pointed out that the Gauteng Economic Development Growth Strategy is aligned with the NTSS; hence the prominence of job creation in both strategies. The North West tourism manager also emphasised the point on alignment by saying (25 October 2012),

> ... we have tried to incorporate it [the NTSS] into our Annual Performance Plan and Strategic Plan to try and align ourselves ... the Deputy Director-General from the National Department of Tourism participated in our strategic planning session where we tried to align ourselves with the NTSS ... Alignment is good, but what is important is the question of whether you will be able to implement whatever that you feel now is an aligned sort of focus, in terms of the NTSS.

Apart from this, both provincial tourism department managers indicated that their PGDS (see 4.4.2) are also aligned with the NTSS. The Gauteng tourism department manager furthermore indicated the alignment between the NTSS, the province's Tourism Master Plan and district tourism objectives.

Tourism Master Plans should be understood here a long term development plans for tourism in provinces. In turn, North West indicated the need to review their Tourism Master Plan (1998) because it is dated. This manager expressed doubt whether the North West Master Plan is aligned with that of the district. He further said (25 October 2012),

> ... districts sometimes have the tendency of coming up with plans, without clarity as to what informs those plans. I don't think they would really say what we are doing now as a District Master Plan is executed in terms of the Provincial Tourism Master Plan, the PGDS, and the NTSS, whatever. So ... we cannot stop them, but we are participating in an advisory capacity in district workshops.

At national level, the respondent could not indicate precisely the number of Provincial Master Plans and PGDS that are aligned to the NTSS. Nevertheless, the respondent indicated that there are provincial plans that are aligned to the NTSS, although not many of them. Other provincial plans include NTSS related focus areas by coincidence as opposed to proper planning. These were developed long before the NTSS. On the alignment of the NTSS and district IDPs, the national-level respondent indicated that the same argument applies at the district level. He said that a number of district IDPs are aligned, but then quickly added that very few of them were aligned.

The issue of insufficient alignment appears to be problematic in North West with different spheres pointing fingers at one another when it comes to alignment. The district appears to expect the province to play a particular role, which they are not playing, whilst the province expects the district to follow certain channels regarding strategy development, which they do not. Overall, the admission of minimal alignment with local IDPs, which are critical to the implementation of the NTSS, suggests that there may very well be minimal, or reduced, implementation of the NTSS. This is because only the aligned plans can capacitate spheres to at least move towards implementation. The above picture of non- or misalignment is problematic because the IDPs are the instruments within which local government programmes are implemented. Therefore, lack of alignment between objectives and targets of the NTSS and IDPs means the objectives and targets of the NTSS are not implemented. Put differently, lack of alignment between these critical planning instruments limits the capacity of these municipalities to implement the NTSS.

4.2.2.4. Support from local political leaders

Looking at support from political leaders, half of the respondents indicated that they receive minimal support from their councillors. The other three respondents highlighted that they receive no support at all, whilst one respondent chose not to respond on this issue. At district level, both district municipalities' respondents felt that they have political support from councillors.

The West Rand District tourism manager said (1 November 2012),

> We do have buy-in; we definitely have buy-in. All my items go to the mayoral committee and council, and I don't think I have challenges with that. They want it cleared out and want to see job creation ... which is not easy in tourism. With marketing ... you don't see results immediately and that's the main challenge.

Meanwhile, the Bojanala District tourism manager said (2 November 2012),

> ... At the district level, we have a portfolio committee of tourism that has a political head, who is heading economic development and tourism ... what we call MMCs (Members of the Mayoral Committee).

Political support for tourism initiatives remains a critical issue to be pursued. This is because there are pressing local needs competing with tourism for political support. As a result, councillors are inclined to give more support to social needs like housing, water and electricity because of political sensitivity. Nevertheless, the minimal political support mentioned by half of the municipal respondents as well as district respondents is notable.

On the issue of support provided by the districts to local municipalities, both the Bojanala and West Rand District's respondents indicated that they provide various types of support. This ranges from marketing products, taking municipalities and local associations to the Durban Indaba for market exposure, and provision of limited funding to launch a regional tourism organisation. However, both district municipalities also indicated that there is minimal, if any, direct financial support they provide to local municipalities.

Regarding provincial support to the district municipalities, the Gauteng Tourism Department manager indicated that they provide limited financial support to district municipalities. The other support they provide concerns marketing material and coordination. The North West Tourism Department manager responded that nothing specific except for participating in advisory capacity during district municipalities' workshops. The responses from the provincial tourism managers appear to be consistent with those from the district managers. Both district tourism managers indicated little, if any support from the provinces. This may suggest the need for spheres of government to conceptualise the support that each sphere will require and will provide – so that unnecessary expectations can be managed.

4.2.3. Budget

The results presented here relate to the responses provided by respondents on budget allocations by national and provincial spheres to municipalities (see Municipal Systems Act and Municipal Finance Management Act in the documentary analysis section).

Specific interview questions revolved around assessing the amount of budget allocated to municipalities by the provincial and national government to implement the NTSS. Almost all municipal respondents indicated that the national and provincial tourism departments do not provide funding for the implementation of the NTSS at municipal level. In responding to whether national and provincial government provide funding, one respondent from Moretele Municipality said (22 August 2012),

> Nothing. We have spoken to one of the Chief Directors at national level. I don't know how many times I phoned ... and they've got this beautiful tourism infrastructure development funding and whatever. But to access it, it only goes to, well pardon me, but it only goes to [mentioning the names of two provinces]. And you can understand why it goes there.

In further emphasising this reported lack of funding from national and provincial level, the other respondent from Mogale City said (4 October 2012),

> That one is questionable ... we don't get any money. You know, what is happening here is that the municipality generates its own revenue. And our IDP is implemented on the basis of the money available to us.

The other respondent from Westonaria Municipality pointed out that (10 October 2012),

> ... only at district level, that's where they are implementing most of our projects ... because they've got capacity. There is a body there in our West Rand District which basically develops and supports economic development projects such as tourism, manufacturing and mining ... In a municipality like ours, we don't have capacity, and the district assists us. The lady there is [naming the person]. She is the one giving support, if there are any tourism activities ... along with the West Rand Development Agency.

At the district level, the two respondents were not aware of any financial allocation from the national government. Furthermore, the respondent from Bojanala indicated likewise at provincial level. The respondent from West Rand District said (1 November 2012),

> ... We don't get funding from the provincial government anymore. They identify projects and then hopefully they assist us, but they don't transfer money over to us for projects. It has been ages since that has happened. The province does collaborative marketing initiatives, like for instance the Indaba ... they invite us and then we share the cost.

The North West Provincial Tourism Department manager's response was consistent with that of the district. This manager indicated that the province does not provide any funding to municipalities for the implementation of the NTSS. He emphasised the point by saying (25 October 2012),

> ... As a department we don't give money. They have their own budgets ... but what I realised is that districts are struggling. They don't have much really dedicated to tourism. And obviously, you will understand that in some of municipalities tourism is not institutionalised ... you find that the manager who is heading sanitation is responsible for tourism and some municipalities don't even have a tourism officer ... I know municipalities will want to come to me and say we want this, we want that. But this is something we don't actually budget for. Even if we want to merge for partnerships or whatever, it becomes difficult because municipalities have their own budgets and you must be dealing with your own ... if we don't provide the necessary support, either financially, human or programme wise, I'm afraid that we may not necessarily achieve the objectives of the NTSS.

The Gauteng Provincial Department tourism manager was not sure about the breakdown of the money the department spends on their regions. However, there was an indication that almost R200 million in the 2012/2013 was allocated to the provincial agency. There was, however, no indication of how much the provincial agency spends on municipalities. It appears that there is also no budget allocation from the national department to municipalities, specifically for the implementation of the NTSS. The expectation is that municipalities will budget for tourism as they do with other service delivery issues.

The notion that municipalities will budget for tourism, as demonstrated by non-allocation of funds by national and provincial departments, is problematic because, it assumes that in the process of budgeting, municipalities will allocate the necessary resources for the successful implementation of the NTSS. As evident in the analysis of the respondents' interview feedback, most municipal respondents identified budgeting as an area which is constraining them. The three tourism spheres of government thus ought to conceptualise the funding model for the NTSS and other national strategies, if there is an expectation for concerted implementation. As the theory has shown (Grindle, 1980; Makinde, 2005), resources are the most influential factors in the implementation of policy.

4.2.4. Consultation and implementation plan.

The results presented here reflect on the consultation processes that were undertaken during the development of the NTSS. Furthermore, the results show whether there was an implementation plan for the NTSS. Respondents were asked specific questions about the process undertaken by the national department to consult them on the NTSS during the development phase. This includes assessing whether there are any implementation plans to execute the NTTS.

4.2.4.1. Consultation on the NTSS

Half of the respondents interviewed at local level (i.e. Moses Kotane, Rustenburg, Kgetleng Rivier and Merafong) indicated that,

they were consulted during the drafting of the NTSS (see Chapter 1 on the consultation period). The other half (from Madibeng, Moretele, Mogale City and Westonaria) pointed out that they were not consulted during the drafting of the NTSS. Those consulted highlighted various ways in which such consultation took place. The majority of them were consulted through provincial workshops. Others were consulted through a national workshop and electronically.

The respondent from Bojanala District was not aware of NTSS consultation having taken place, whilst the respondent from West Rand indicated that there was consultation. To emphasise the point, the respondent from West Rand District said (1 November 2012),

> ... I think it was around January, the year before [2011], because it impacted on the development of our district strategy. We couldn't finalise ours on time, because the province was waiting for national to finalise theirs. And then in June, the province got theirs approved, at the workshop. And then just after that, ours was approved. I know at provincial level we had a workshop in Johannesburg. If I am correct, there was somebody from national as well ... but not at district level, we didn't have a workshop.

The different responses from municipalities to the question of consultation may mean two things. Firstly, it could be that the consultation sessions held did not reach the other critical components of the spheres of government, and were not inclusive enough. Secondly, it could be that the invitations were not widely issued or that municipalities that claim not to have been consulted did not send representatives to consultation sessions. The latter point is advanced on the basis that some of the municipalities consulted are from the same district as those who state that they had not been consulted. Such consultation contrast requires reflection on the consultation process undertaken by spheres of government and the manner in which it can be made more inclusive.

4.2.4.2 Existence of the implementation plan

Regarding the existence of the implementation plan and whether it was discussed and sent to provinces, the respondent from the NDT indicated that there is an implementation plan. This however was not approved as part of the NTSS. The respondent felt that the national department could have done better by spending sufficient time discussing it with provinces. On the issue of sharing the plan, the respondent indicated that the plan was shared with provinces in a number of forums, but was not discussed for buy-in and input. More than half of the respondents interviewed at local level indicated that they don't have an implementation plan for the NTSS. The non-existence of implementation plans, especially in municipalities, may effectively mean that municipalities do not have an instrument enabling them to achieve the desired objectives (see Chapter 1 on the NTSS).

This perhaps signals the need for the national department to go beyond sharing of the implementation plan and engage all spheres of government, with a view to promote the development of local implementation plans which outline roles and timeframes.

4.2.5. Suggestions for improvement of NTSS implementation in municipalities

This section reflects on recommendations from respondents on the manner in which NTSS implementation can be improved. The research results thus far have already suggested that there are many shortcomings. This section of the interviews thus aimed at finding out, in this study, the perspectives for possible improvement.

All respondents interviewed believed there is a need to train persons responsible for the implementation of the NTSS. Various forms of training were proposed. These include training related to capacity building, marketing and promotion. Moreover, workshops based on the strategy, alignment of tourism structures at all levels and the role of tourism in the local economy, were identified as pointers to useful training initiatives. In emphasising the importance of training, a respondent from Moses Kotane said (22 November 2012),

> Starting from the development of local strategies, you need to get support. That is our point of departure. There is also a need for support in terms of development of tourism plans, the rolling out, and capacity building to ensure efficient implementation.

The other respondent from Moretele Municipality argued (22 August 2012),

> I think policy development and project management [would be useful points of departure for training]. We also need to have control over the projects that are funded by the national department. In one of the projects that was funded by the department, the budget was approved, but the service provider does not want to account to us ... the other project did not even start, yet money was used. Even if we see that the things the service provider is doing are wrong, we can't correct him/her because national is funding.

Other suggestions include clear communication between spheres of government, clear implementation plans with time frames, synergy between the three spheres of government and capacitation of decision makers such as councillors, municipal managers and mayors. This includes ensuring that the strategy is informed by a bottom-up approach. The respondents also emphasised the importance of ensuring availability of resources. This will assist them, for example, in developing brochures, improving signage (which is generally poor) and marketing local products to ensure that tourists spend in local areas. In addition to that the respondent from Moses Kotane said (29 November 2012),

> Role play, correct role play of tiers of government ... it seems as if we don't really understand what we are supposed to be doing.

> When we were called into the drafting of the strategy, the district municipality didn't form part of that gathering and that was a challenge. When national comes, there is a need to engage the province and the district so that whatever is being developed can filter through all levels and we are all in agreement. But it is not the case. So, I believe we need to align our programmes so that each sphere would know exactly its role. I believe you wouldn't be here if we were doing that. Therefore we need to understand what support each sphere is supposed to provide. For now it's not like that, otherwise we wouldn't be developing a strategy without resources to roll it out.

At district level, the respondents also had distinct proposals for the improvement of the NTSS implementation. The Bojanala District respondent flagged the importance of monitoring the implementation of the strategy and expressed frustration at the lack of support from the provincial level. The West Rand District respondent identified workshops, especially at regional level, facilitated by national as a potential intervention (1 November 2012). Such a workshop, the district respondent added, would focus on the roles of different levels of government in these tourism deliberations.

With regard to challenges, the respondents identified divergent challenges. The West Rand District respondent highlighted issues around financial resources, human capacity, silo approaches, and lack of sustainable Small Medium and Micro Enterprises (SMMEs) from township areas. The Bojanala District respondent flagged issues such as poor access roads, lack of transformation [ownership of tourism enterprises by previously disadvantaged communities], and, more seriously, poaching of wildlife as challenges. The two provincial tourism managers outlined their views on what they reckon should improve the implementation of the NTSS. The North West provincial tourism manager said (25 October 2012),

> ... it is well and good to develop such strategies like the NTSS, but then you need to have supporting systems, specific to implementing the NTSS. It cannot be left to the provinces, which in turn leave it to the municipalities. I don't think that is going to assist us in any way. But I'm glad that there is the notion that there will be a support system that is going to be developed by national to assist provinces ... we have a lot of policies and strategies, all over the show, but most of the time you will find that these are failing because of lack of implementation ... There isn't enough capacity and support from those that are developing policies.

Meanwhile the Gauteng provincial tourism manager said (19 September 2012),

> It is necessary to elevate the importance of tourism in the structures of municipalities, because the traditional role (i.e. focus on basic services) of the municipality has changed. Municipalities shouldn't be only about providing roads, electricity and so on.

> There are things that need to be done for various economic sectors, including tourism. So when you go to the municipality you find that you don't have desks linked to direct people ... If there is crime affecting tourists, the municipality doesn't even know what to do to understand the circumstances of a tourist. Generally there is a need to elevate tourism to be at the level of LED, not as part of LED, but at the level of LED. It must be properly resourced by people who are specialists in the area, so there is a need for capacity for municipalities to ensure that tourism needs are taken seriously as an economic driver.

The NDT respondent flagged numerous issues that may help improve the implementation of the NTSS at both provincial and local levels. Amongst other things, the respondent said (17 August 2012),

> You need to ensure that there is sufficient capacity and understanding of the NTSS. You need to ensure that the NTSS is an integral part of the Provincial Tourism Master Plans, PGDSs and IDPs ... But we need to ensure that there is sufficient funding. The NTSS raises a number of commitments. It expects the provincial and local government to do a number of things, if they don't do that according to the Tourism Act, they are in breach of the legislation. But that has not been matched by the requisite funding for implementation. In addition, we are talking about the local government that is beset with a number of problems. They are failing to deliver programmes that they are supposed to deliver and to add this together with the other programmes raises a serious problem. The other option could be to delegate personnel from national to local, whose role will be to ensure implementation of the NTSS.

A number of issues that need improvement were therefore highlighted by the respondents at the four levels of government. Issues of role-play, support and sufficient resources featured prominently in the responses of various spheres interviewed. Overall, it appears that a holistic approach to policy development was not considered when the NTSS was developed. Conceptualisation of implementation at the development stage was not properly done, a phenomenon elaborated on by Pressman and Wildavsky (1979). Had the institutional design to back up the policy been thoroughly considered and buy-in secured at provincial and local level, progress with implementation would in all likelihood have been better.

Further to that, it appears that the implementation plan was not shared and discussed with municipalities, a sphere which is expected to implement the NTSS. Lastly, it also appears that factors influencing implementation were not given proper attention. The issue of resources, which Grindle (1980), Makinde (2005) and Sabatier and Mazmanian (1980) see as crucial to implementation, was not attended to. This was evident from the fact that almost all municipalities in these two sets of cases indicated that no resources were allocated by the national and provincial spheres of government in South Africa for the implementation of the NTSS.

4.3. Interpretation of the findings

With regard to answering the primary research question on the extent of municipalities' capacity to implement the NTSS, it emerges from the findings that municipalities are largely not capacitated for implementation of the policy. This section interprets and synthesises the core findings presented in this chapter, which all help distil the answer to the primary research question.

All municipalities' respondents interviewed – with a focus on two sets of case studies, in two of South Africa's provinces – indicated that there are no financial resources allocated for the implementation of the NTSS. The assumption is that municipalities will allocate funding for the implementation of the NTSS through their customary budgeting processing. Although local authorities are by law responsible for all integrated development matters including development of tourists' attraction; establishment of local tourism structures; provision of public amenities; and infrastructure supporting tourism and the general maintenance of the environment, the issue of funding appears to be a major challenge.

The documentary analysis undertaken for this research project revealed that municipal revenues have been growing (slowly) due to the economic challenges that South Africa has been experiencing since the 2008 (on-going) economic crisis. As a result, spending is prioritised (Local Government Budgets and Expenditure Review, 2011). More often than not prioritisation means the allocation of budget to pressing basic needs such as water, and housing. The lack of ring-fenced financial allocations for the implementation of the NTSS, or for the implementation of any policy for that matter, has to be flagged as a recipe for failure. As Pressman and Wildavsky (1979) pointed out, some policies fail because funds cannot be secured, and most do not stand a chance of success if the difficulties of implementation had not been made to be part of the policy, at design stage.

The second point in supporting the research finding that municipalities are not capacitated to implement the NTSS is that there are no tourism senior managers at the municipalities interviewed. In addition, some tourism units operate with only one personnel member to execute the NTSS-related objectives. These objectives include promoting tourism growth and the economy, to improve the visitor's experience and promote sustainability and good governance. Likewise, there are also capacity constraints at district level with each district in this study operating with only two personnel members. This seems to be insufficient given the fact that tourism district personnel are responsible for the promotion and support of tourism development in the whole district. This is also insufficient if one looks at the multidisciplinary nature of tourism and the smaller number of tourism officers in some of the municipalities. In addition, research found that half of the municipalities interviewed indicated that their IDP objectives were not aligned to the NTSS, due to capacity constraints.

This is more than half of the municipalities covered in this study, if one considers the fact that one municipality (Randfontein) could not be interviewed because it did not have a tourism unit. Although four municipalities have aligned their IDPs with the NTSS, it is difficult to see them succeeding if they do not have funding for implementation. Similarly, the projects that are not on the IDPs, as some municipalities reported lack of alignment, are likely to be overlooked.

The third main thrust of the research findings is that there was no buy-in on the NTSS implementation plan by other spheres of government. The respondent from national government indicated that, the implementation plan was shared with the provinces but this was not on the basis of thorough discussion and buy-in. Most importantly, there is no indication that the plan was shared with municipalities. This is problematic because municipalities are a crucial sphere towards the implementation of the NTSS. They are a crucial sphere because, most if not all, tourism products and destinations are located in municipal areas.

The fourth essential finding of the research project is that the two provincial departments (Gauteng and the North West); Moretele; Mogale City; and Rustenburg Municipalities don't have tourism forums where they can collectively articulate and resolve their concerns. As indicated earlier, the forums are important in that they contribute towards alignment of tourism initiatives, implementation and monitoring of tourism policies. Lack of such critical committees deprives spheres of government the collective wisdom of the private and public sector to remove barriers to tourism growth.

Although most municipalities are not capacitated when considering critical factors affecting implementation, there are pockets of positive signs. These include the fact that the majority of the municipalities in this study have IDPs that incorporate tourism, the majority have tourism units (though there are question marks about capacity), and that half of the municipalities in the study receive support from their political leaders such as councillors. Another positive sign is the existence of municipal local tourism organisations in some municipalities. These are critical platforms wherein local tourism businesses can collectively tackle tourism problems at a particular local level. As Pressman and Wildavsky (1979) indicated, the majority of policies or programmes never survive because of lack of political support. The support by political leaders is therefore critical for the success of any policy.

4.5. Conclusion

There are numerous issues emerging from the analysis of results. The picture that emerges on budget allocation for NTSS is totally gloomy. All respondents pointed out that there is no allocation of funding for the implementation of the NTSS from national and provincial government to the case study municipalities. Linked to that, is the lack of an implementation plan for the NTSS in some municipalities.

The analysis also reveals that the majority of case study municipalities have tourism units in their municipalities. Whereas municipalities like Rustenburg, Moses Kotane and Kgetleng Rivier do not have tourism units. Linked to that is the non-existence of senior tourism managers in all cases study municipalities.

It appears from the results that municipal tourism officers are reasonably educated and all interviewed tourism officers have post-matric qualification. These range from tourism qualifications, public management, financial management and local government related qualifications. On the issue of training, it appears most tourism officers at local level have attended some sort of training that relates to their area of performance. However, tourism officers from Merafong, Moses Kotane and Rustenburg have never attended training relating to their performance areas. This situation does not augur well for continuous education and may further compromise their performance regarding the NTSS implementation.

On integration, there appears to be mixed results. The majority of case study municipalities have tourism forums with the exception of Mogale City, Moretele and Rustenburg Municipalities. Meanwhile all case study municipalities with the exception of Rustenburg incorporated tourism in their IDPs. However, Rustenburg, Westonaria, Madibeng and Moretele Municipalities' IDPs are not aligned with the NTSS. In addition, there seems to be reasonable support for tourism by councillors. Upon analysing the results, there were numerous suggestions put forth by respondents. These include resources, communication between the three tourism spheres of government and training for personnel responsible for the implementation of the NTSS. The following chapter lifts out the lessons learnt and proposes the way forward.

CHAPTER 5:

LESSONS LEARNED, RECOMMENDATIONS AND WAY FORWARD

5.1. Lessons learned

There are various lessons learned from this chapter. From the research findings it becomes evident that government, and specifically the National Department of Tourism (NDT), needs to invest in improving intergovernmental relations and communication in the state apparatuses. This point is important because the analysis reveals various perceptions (both 'just perceived' and proven to be real) by different spheres of government as to the functionality or not of the prevailing arrangements. For example, there is a perception of a top-down elitist approach to policy development, which is not informed by the realities at local level, the perception that districts can sometimes develop strategies without considering provincial frameworks (as reported by the North West Provincial tourism manager) and the perception that some provinces are favoured financially at the expense of others (as implied by some municipal respondent).

The study revealed acknowledgement by national and provincial tourism departments of a lack of tourism implementation capacity at municipal level. This appreciation, however, appears to dissipate when national strategies are expected to be implemented at the local level. In other words, despite the acknowledgement of lack of capacity, national and provincial departments still expect municipalities to implement national strategies, without them having provided sufficient support to ensure that the strategy – in this instance the NTSS – is rolled out.

Another lesson learned from this research project is that there are many unmanaged expectations. Municipalities in this study expect support from other spheres of government to ensure successful implementation of national strategies, and in this case the NTSS, whilst other structures expect municipalities to budget and implement strategies without necessarily understanding the financial ability of each municipality. Related to that, is lack of appreciation by policy makers of the realities in each sphere, in particular municipalities. As the analysis has argued, the 2008/2009 financial crisis has reduced municipalities' revenue pool to such an extent that prioritisation had to be made. This often results in situations where the provision of basic needs takes priority, hence the lack of focus in other sectors like tourism.

Apart from that, the message by Pressman and Wildavsky (1979), communicated more than 30 years ago, is still poorly understood today. Graham (2005) summarises this message eloquently, by emphasising that policy development ought to account for the whole picture, not just the front end of conceptualisation (and delineation of objectives). In other words, the details of implementation should be inextricably linked to policy formulation.

Policy makers need to assume responsibility for ensuring a full and enforceable mapping to ensure an understanding of who is doing what and with what support from whom. The non-existence of implementation plans – or, specifically, non-inclusion of the NTSS in the IDPs of some case study municipalities – suggests poor understanding of these imperatives.

Similarly, lack of discussion and buy-in on the NTSS implementation plan developed by national government of South Africa suggest lack of appreciation of the holistic approach to policy development. Policy development cannot be about policy formulators 'developing a policy' and then leaving it to implementers to figure out the execution. It is a consultative process wherein policy implementers are an integral part of policy making process.

The literature places a high premium on the resources that are allocated for successful policy implementation. Resources are identified as one of critical factors affecting implementation (Grindle, 1980; Makinde, 2005; Sabatier and Mazmanian, 1980). As shown in the findings, the policy formulation process in the case of the NTSS did not consider the resources that would be required to ensure the implementation of the NTSS. The success for the implementation of the NTSS has thus been placed in jeopardy. The analysis of results clearly shows that lack of allocation of resources for national strategy implementation culminates in a lack of buy-in and implementation of the national strategy at local level. Ensuring sufficient funding for strategy implementation is critical, given that it is often the responsibility of municipalities to implement policies and strategies from government line-departments. Anything less may be construed as what Pressman and Wildavsky (1979) refer to as shifting entirely the responsibility to another level of government in the name of decentralisation because the pain of public failure exceeds the pleasure of administering the programme at a higher level of government.

Another lesson learned is that consultation by the national department on national strategies should not be limited to provincial level. Municipalities should equally be consulted, separate from engagements at the provincial level, given that the municipalities of South Africa are critical to the implementation of national strategies, certainly also in the case of tourism policy. The assumptions that provinces will relay the message to municipalities after consultation by national government, that the provinces will sufficiently invite all municipalities to consultation events with national government, and that provincial workshops amount to consultation with municipalities are subject to contestation. This is problematic in the sense that some municipalities do not attend some of these provincial workshops and national government cannot conclusively claim that they have consulted municipalities. In other words, each sphere needs to be consulted by national, so that all spheres can assume responsibilities in cases of implementation failures (or claim credit for successes).

Apart from that, it is important to note that the inclusion of national tourism strategies into local government plans is not a given. This was revealed by the analysis of results wherein half of the municipalities indicated that their IDPs' objectives are not aligned with the NTSS. Therefore, it is of utmost importance to ensure that national tourism strategies are taken to local municipalities and presented to the municipalities' planning sessions, with a view to promote alignment – and effective policy implementation. This study has proven as untenable the assumption that municipalities will automatically include the national strategy just because this strategy (in this instance the NTSS) exists.

Lack of sufficient personnel as well as senior management responsible for tourism at local level have in all probability contributed to the indicated non-alignment between the NTSS and some IDPs' objectives. Accordingly, municipalities cannot be expected to successfully implement the NTSS and other national strategies if they do not have sufficient personnel to do so. The policy formulation process should therefore consider human resources as one of the factors critical to successful policy implementation.

The problems of alignment between the NTSS and IDP objectives, allocation of funding for NTSS implementation and lack of municipal tourism forums affected municipalities in both provinces that were covered in this study, Gauteng and the North West. This suggests that municipalities from the so called well-to-do provinces (for example, Gauteng) are affected by the same challenges that affect municipalities in provinces not considered to be as well off (for example, the North West).

In relation to that, lack of tangible support from national and the two provincial departments are likely to have contributed to a lack of alignment between the NTSS and some municipalities' IDPs. In addition to that, the non-existence of provincial, district and local tourism forums is also a contributing factor. For example, provinces and district municipalities may have discovered in these forums that some of the municipal plans are not inclusive of the NTSS, and corrective action may subsequently have been taken.

Although tourism was declared by the South African government as one of the country's key economic sectors, this research project found that Randfontein Municipality neither has a tourism unit nor personnel responsible for tourism, at least at the time of the research interviews. This therefore means that the municipality is not implementing the NTSS or any other national tourism policies. It would be important to see the number of municipalities across South Africa, which neither have a tourism unit nor personnel responsible for tourism. Nevertheless, it needs to be pointed out that not all municipalities have the potential for tourism. This, however, is not the case with Randfontein Municipality, which has numerous tourism amenities.

5.2. Recommendations

Research of this relatively modest scope cannot be generalised across all provinces and all local governments in South Africa, and neither can it provide conclusive recommendations. Yet, the cross-province case study and comparative nature of the research design allows for modest and context-specific insights and associated recommendations. The following recommendations are therefore put forward:

- National tourism strategies and policies must ensure that full policy and strategy implementation details are catered for formulation. These need to be fully captured in the policies and associated strategies.
- National tourism strategies and policies must be accompanied by necessary budgetary allocations.
- There is a need for consensus on implementation roles by all spheres. These need to be fully deliberated and have to be incorporated into associated guidelines for implementation.
- Tourism related human resource capacity at local level need to be improved.
- Where necessary municipal organisational structures need to be reviewed in order to ensure that tourism will have the same comparable capacities to those in other sectors important to the national economy.
- Sustainable tourism forums need to be established and sustained.
- The participation of national tourism policy makers in planning sessions of provinces and municipalities need to be ensured, with a view to promote alignment and functionality.
- Capacity building programmes for tourism sector employees need to be intensified especially on areas of policy and strategy development and implementation.

5.3. Way forward

As indicated in the limitation section, the study focused on two district municipalities and their local municipalities. It would have been revealing to see the picture across South Africa since the NTSS is supposed to be implemented country-wide. This would have given an accurate answer on the overall national extent of NTSS implementation. Nevertheless, the findings of the study from the two districts and their local municipalities, in two of the nine provinces of South Africa, reveal important trends in the provinces concerned, and may very well also have relevance for other parts of South Africa.

Future studies can be conducted by broadening the scope to include more provinces and municipalities. Indeed, an extended study on municipalities' capacity to implement the NTSS is recommended in all of the provinces. Such a study may very well reveal extensive capacity problems and assists departments – also beyond the tourism sector – that rely on municipalities to implement their national strategies.

5.4. Conclusion

The research project provided the background to the research by outlining implementation challenges facing the country and the need to examine municipal capacity for the NTSS implementation. Subsequent to that, the research project outlined the research problem. The primary research question and the broad questions were also highlighted, focusing on training, budget allocation for the NTSS, institutional arrangement, support from political leadership and tourism related qualifications.

The research project then reflected on the possible contribution of this study. Basically, this section indicated that the study will help in improving and appreciating the challenges of policy implementation. Moreover, there was an indication that the study will, through the results, reveal whether government pays the necessary attention to the implementation aspect of policy making. The project then clarified essential concepts to ensure similar understanding on the application of the concepts used. The concepts defined include public and private goods, public policy, policy, policy implementation as well as tourism. A critical analysis of the literature review and theoretical framework was discussed in Chapter 2. Principally, the theory underscores the significance of ensuring that implementation issues are part of the policy formulation process. Various factors influencing policy implementation were also examined in this section. It emerged that resources, intergovernmental / bureaucracy relations, communications, and implementing officials (Grindle, 1980; Makinde, 2005) are determinant factors towards the success or failure of any policy.

In the delineation of the research design and methods for the execution of the project, the broad questions guiding the study were outlined at the beginning of the Chapter 2. This was followed by the outline in Table 3 of the institutions interviewed, the type of interviews conducted, and the rationale for choosing those institutions. From this part of the research project, the significance of following ethical protocols to prevent withdrawal of community support for social science research emerged strongly. Also, the importance of recording the interviews to ensure accurate analysis was thoroughly examined. On the documentary analysis, the literature cautions against its disadvantages such as dated and biased information. This part of the research project also highlighted the limitation of the study. This section indicated that the study does not claim to be an exhaustive investigation of tourism policy implementation at local level. It focuses on two district municipalities and their local municipalities hence the suggestion at the end for a future country-wide study.

The research project then presented and analysed the results. The analysis of results focused on tourism's human-related resources, budgeting for tourism, alignment and intergovernmental relations, as well as consultation and the NTSS implementation plan. The results show that the case study municipalities are to a large extent not capacitated to implement the NTSS.

Lastly, the research project provided recommendations and lifted out lessons learned. It appears that there is acknowledgement by national and provincial on the lack of capacity by municipalities, yet there aren't coordinated efforts to address the problem. The Capacity Building Programme currently being piloted by the National Department of Tourism could, if implemented, be one of the solutions to address the capacity challenge, though it comes three years after the approval of the NTSS in 2011. Most importantly, the lesson that is coming out here is that policy makers appear not only to have neglected budget allocation for the NTSS implementation at local level, but also the crucial aspects of human resourcing and implementation planning. These are all influential factors affecting policy implementation – and specifically the realisation of the NTSS.

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LIST OF INTERVIEWS AND DATES

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Bojanala District Municipality interview, 2 November 2012.

Gauteng Department of Economic Development interview, 19 September 2012.

Moses Kotane Municipality interview, 29 November 2012.

Mogale City Municipality interview, 4 October 2012.

Moretele Municipality interview, 11 August 2012.

National Department of Tourism (NDT) interview, 29 August 2012.

North West Economic Development Environment, Conservation and Tourism interview, 25 October 2012.

West Rand District Municipality interview, 1 November 2012.

Westonaria Municipality interview, 10 October 2012.

APPENDIX A:

Cover letter

Thesis title: Local capacity for the implementation of the National Tourism Sector Strategy (NTSS)

Project in the Masters of Management in Public Policy (MMPP)

Dear Sir/Madam

I, Blessing Bongumusa Senzo Nkala, hereby state that I am undertaking this MMPP research project that feeds into the overall requirements for the degree. It seeks to examine local capacity for the implementation of the National Tourism Sector Strategy. To this end, I kindly request that you participate in this short survey relating to local capacity for the implementation of the National Tourism Sector Strategy.

It should take no longer than 30 minutes of your time. Your responses are of utmost importance to this study. Please note that your anonymity will be guaranteed hence your name and contact details will not be captured in the questionnaire.

The results of this study will be made available in the Wits University Library. Should you have any further queries or questions regarding this research project, you are welcome to contact my thesis supervisor, Professor Susan Booysen, at sbooysen@icon.co.za.

Yours sincerely

Senzo Nkala

Masters student, Wits University

Interview schedules for research interviews

Please use a tick to indicate your responses to the questions below.

Section A: Questions for tourism officers at municipal level

1. Do you have a tourism related qualification?

Yes	
No	

2. If yes, what is the highest level of formal tourism educational qualification that you have acquired?

Certificate	
Diploma	
Baccalaureus degree	
Honours degree	
Masters degree	
Other (please specify)	

3. If no, please indicate the qualification you have?

4. Is there a tourism unit in your Municipality?

Yes	
No	

6. How many people are responsible for performing tourism related functions in your Municipality?

(Please specify)	

7. In what level of positions are those people responsible for tourism employed? Please specify the number at each level.

Senior management	
Middle management	
Junior management	
Lower level	

8. Have you been on any training that relates to the tourism related functions that you perform?

Yes	
No	

9. If yes (to question 8), what type of training did you attend?

10. Is tourism incorporated in your Municipality's Integrated Development Plan (IDP)?

Yes	
No	
Not sure	

11. Is tourism seen as a key economic sector in your Municipality?

Yes	
No	
Not sure	

12. Does your Municipality have a Municipal Tourism Forum to support the implementation of tourism initiatives?

Yes	

No	
Not sure	

13. Does your Municipality have Local Tourism Organisations to partner with in the implementation of tourism initiatives?

Yes	
No	
Not sure	

14. How would you describe your Municipality's relations with the Provincial Tourism Department in your province?

Very good	
Good	
Poor	
Very poor	
Not sure	

15. Do you have tourism officers in the Municipality?

Yes	
No	

16. If yes, what is the role of the tourism officer/s? Please tick the one most important

Policy development	
Administration	
Project management	
Other (please specify)	

17. If no, who is responsible for tourism related activities? Please give the details.



18. Have you heard of the NTSS?

Yes	
No	

If yes please answer the following questions; if no: please ignore the rest of the questionnaire; your participation was much appreciated.

19. Are your Municipality's tourism **objectives** in the Integrated Development Plan aligned with the objectives of the NTSS?

Yes	
No	
Not sure	

20. What is the level of funding provided by National and Provincial government for the implementation of the NTSS by your Municipality?

R100 000 – R500 000	
R500 000 – R1000 000	
R1 000 000 – R5 000 000	
R5 000 000 – R10 000 000	
Other (please specify)	

21. Are your municipal tourism **targets** aligned to the targets of the NTSS?

Yes	
No	
Not sure	

22. If no (on Question 21) what do you see as the one main reason why it is not aligned with the NTSS? Please tick the one most important reason.

It is not a prioritised policy document in our Municipality	

Staff do not understand the NTSS	
There are other pressing challenges	
Other (please specify)	

23. Does your Municipality have an implementation plan for the NTSS?

Yes	
No	
Not sure	

24. What level of support do you get, in general, from councillors to implement the NTSS?

Maximal support	
Minimal support	
No support	

25. Do you believe there is a need to train the persons who are responsible for implementation of the NTSS?

Yes	
No	

26. If yes (on Question 25), what kind of training would be needed to successfully implement the NTSS? Please specify.

27. How do you see the NTSS contributing to the overall delivery on tourism by the Municipality? You may tick more than one option, if relevant.

By contributing to job creation	
By improving the economy of the	

Municipality	
By increasing the profile of the Municipality	
Not sure	
Other (please specify)	

28. Was your Municipality consulted during the drafting of the NTSS?

Yes	
No	
Not sure	

29. If yes (on Question 28), in what way were you consulted? Please tick the one appropriate answer.

Through a National Workshop	
Through a Provincial Workshop	
Through a District Workshop	
Other (please specify)	

30. What do you think can be done in order to improve the implementation of the NTSS in your Municipality?

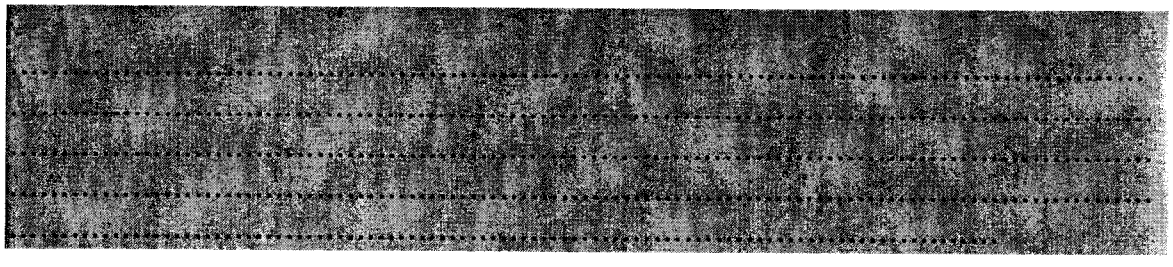


Section B: Open-ended questions for tourism Managers at District Level

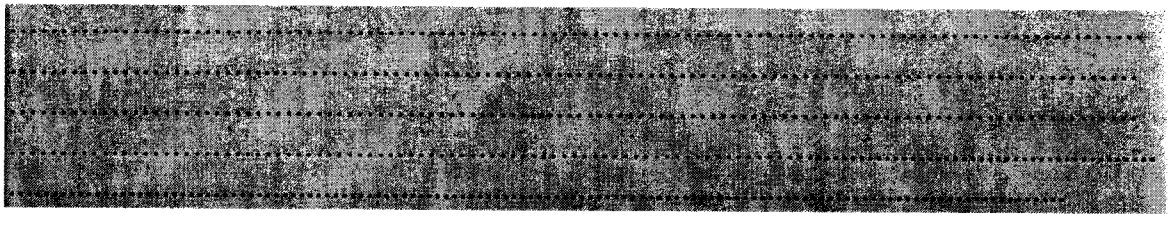
1. What are the available tourism related human resources in your District Municipality?



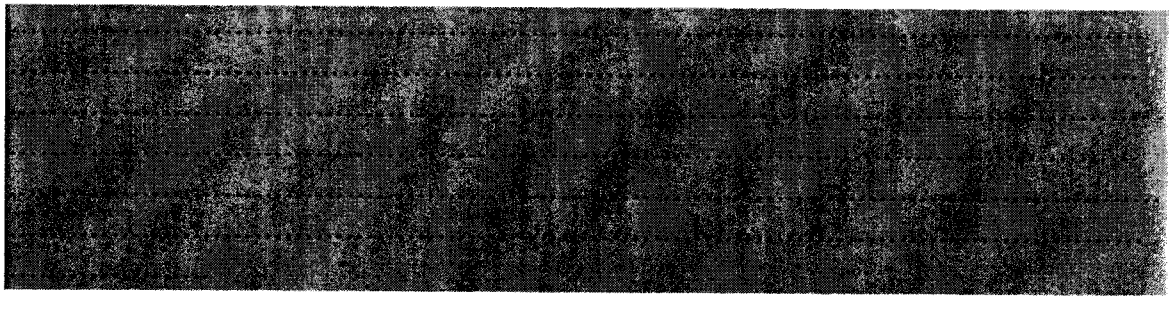
3. Does your District Municipality have a tourism unit to drive the implementation of tourism initiatives?



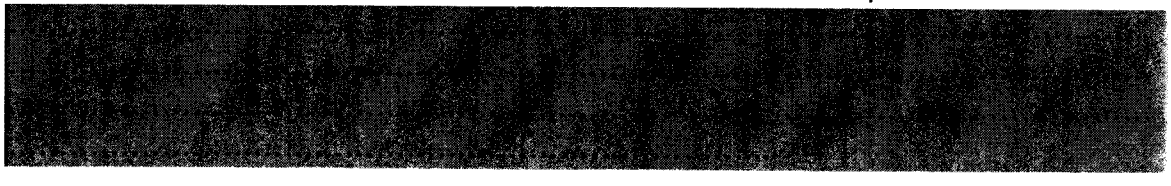
4. What is the level of support you get from the political leadership at District level to implement tourism initiatives?



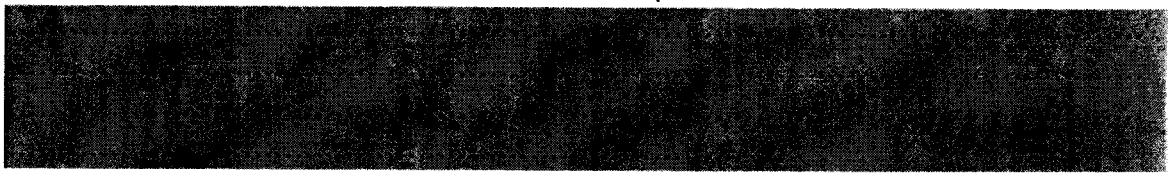
5. What support do you provide as a District to municipalities to implement tourism initiatives?



6. Does your District have the District Tourism Committee to promote tourism integration and implementation of tourism initiatives? Please explain.



7. Does your District have a District Tourism Forum to contribute to the implementation of tourism initiatives? Please explain.

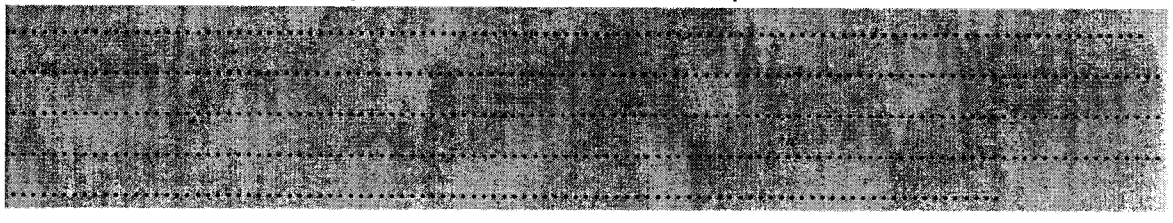


8. Are you aware of the NTSS?

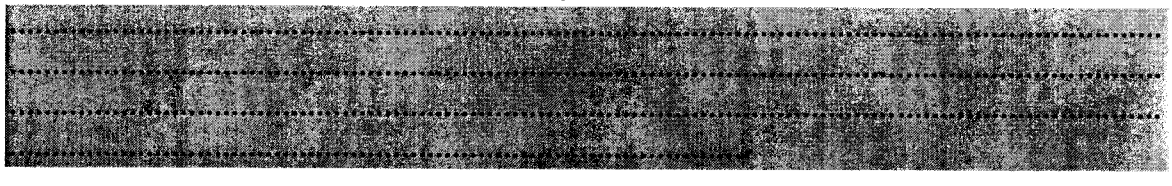


If <u>yes</u> please answer the following questions, if <u>no</u> please ignore the rest of the questionnaire, your participation was appreciated.

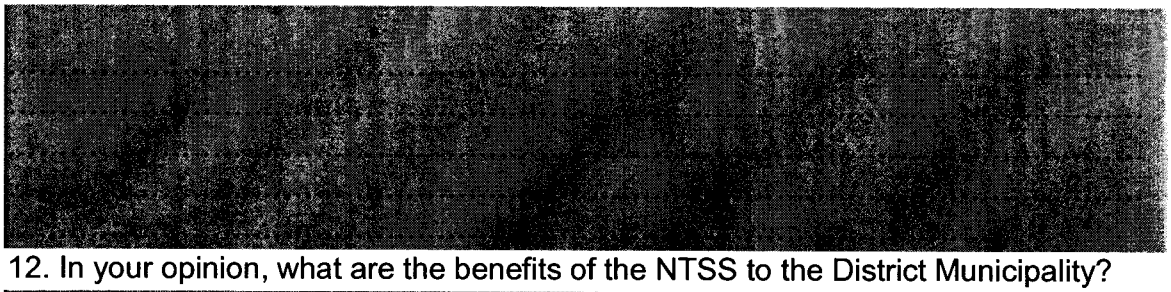
9. Is there alignment between the NTSS strategic objectives and your District's IDP objectives? Please briefly describe the situation that prevails.



10. Is there alignment between the NTSS targets and District's IDP tourism targets? Please briefly describe the situation that prevails.



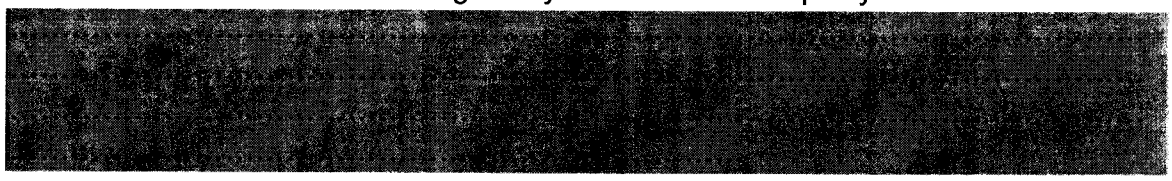
11. What is the budget allocated for the implementation of the NTSS by the:
- National Department of Tourism
- Provincial Department of Tourism



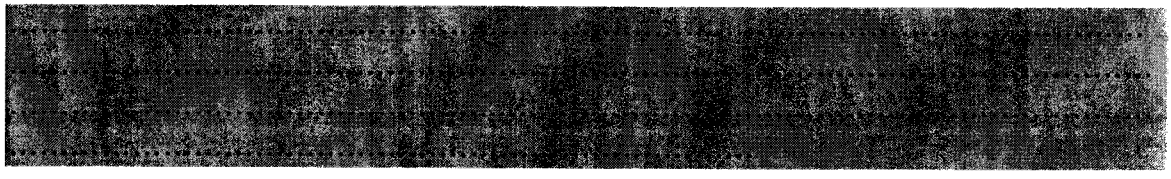
12. In your opinion, what are the benefits of the NTSS to the District Municipality?



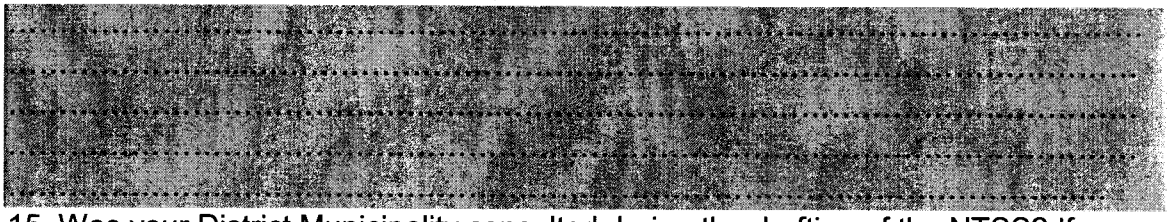
13. What are the tourism challenges in your District Municipality?



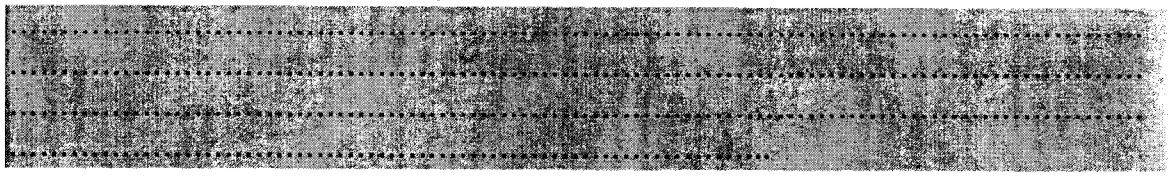
14. In your opinion, do you think the NTSS will address tourism challenges in your District Municipality?



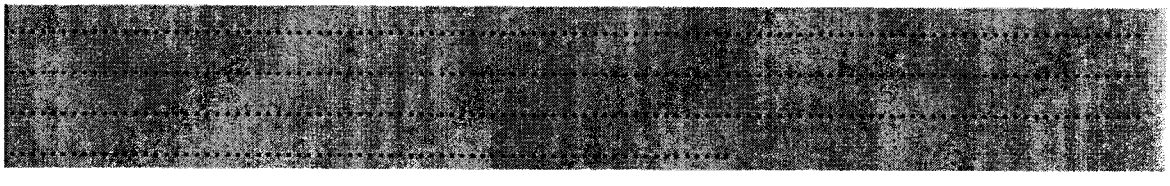
14. What training has tourism staff received to improved implementation of tourism initiatives in your District Municipality?



15. Was your District Municipality consulted during the drafting of the NTSS? If yes, please add a brief description of the level of consultation?

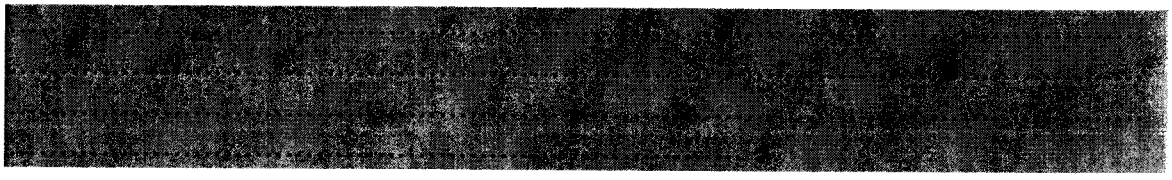


16. What do you think can be done in order to improve implementation of the NTSS? Please offer a few suggestions.

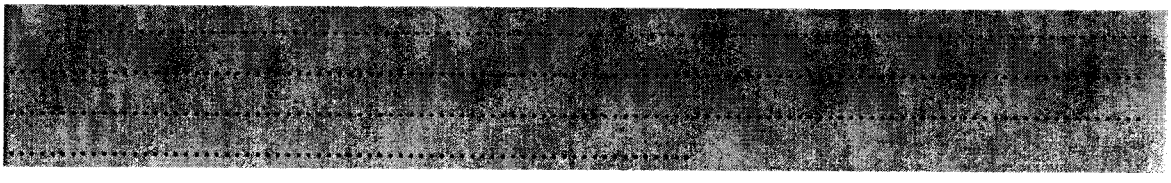


Section C: Open-ended questions for tourism managers at Provincial Level

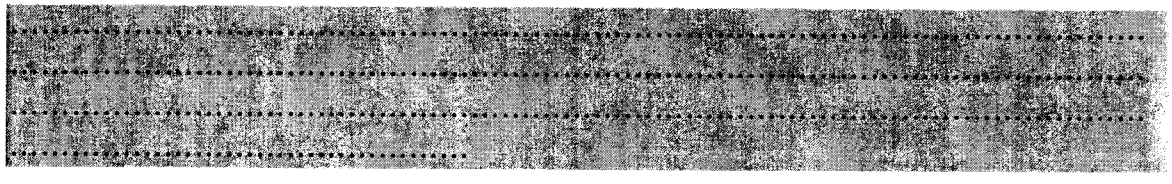
1. What are the available tourism related human resources in your Provincial Tourism Department?



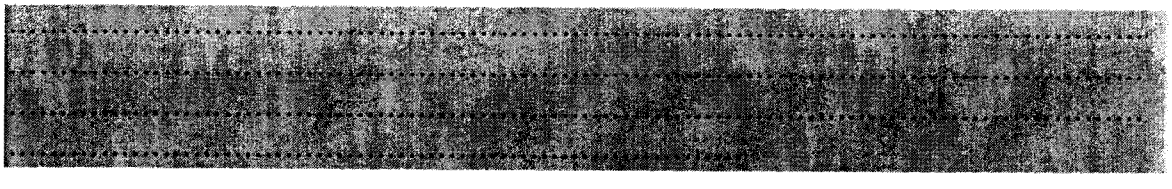
2. What type of support do you provide to Districts to establish District Tourism Forums?



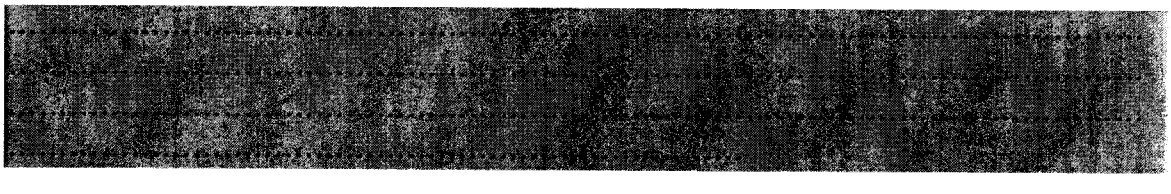
3. What type of support do you provide to Districts to establish District Tourism Committees?



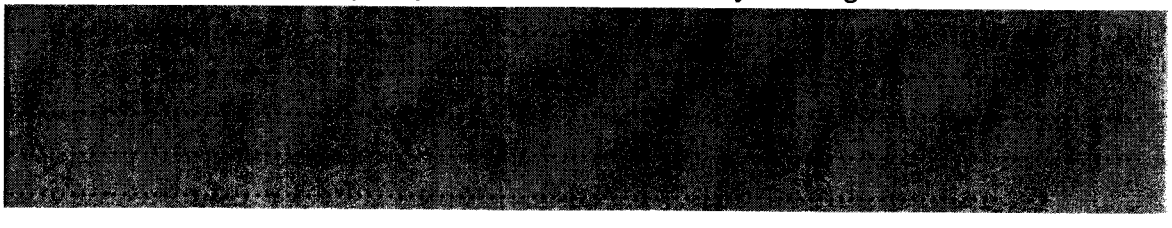
4. Does the province have a Provincial Tourism Committee to promote tourism integration?



5. Does the province have a Provincial Tourism Forum to promote tourism integration and implementation of tourism initiatives?



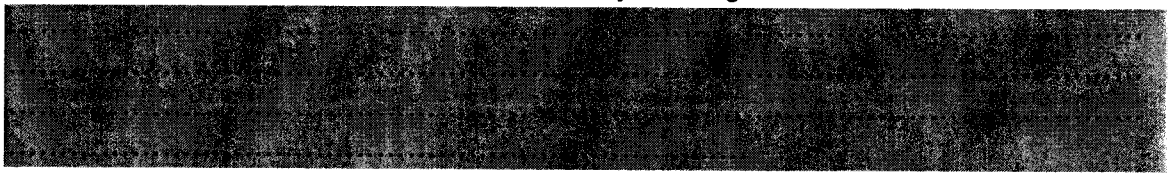
6. Is there alignment between the NTSS strategic objectives and your provincial tourism objectives? If yes, please state in what way it is aligned.



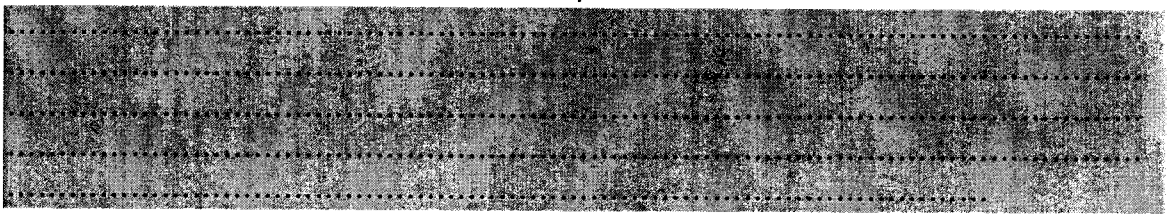
7. Is there alignment between NTSS strategic objectives and the Provincial Growth and Development Strategy? If yes, please state in what way it is aligned.



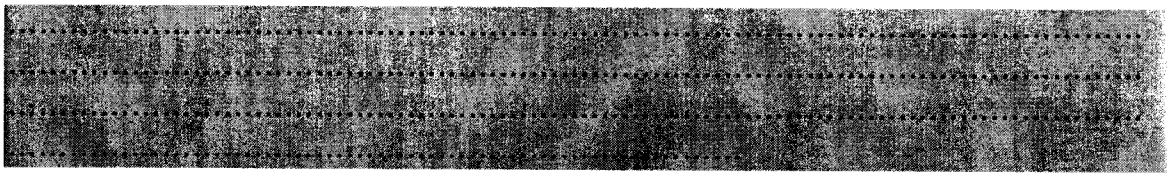
8. Is your Tourism Master Plan aligned with the NTSS and District's tourism objectives? If yes, please state in what way it is aligned.



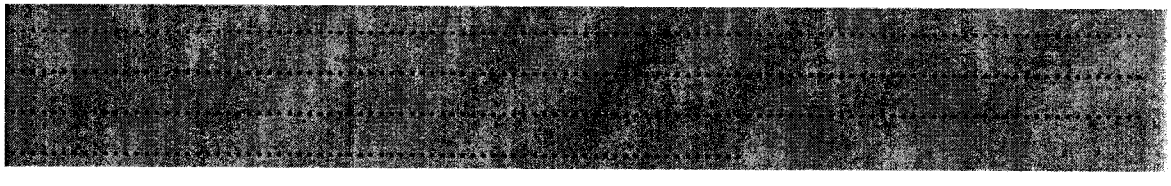
9. What is the budget allocated for the implementation of the NTSS to the District Municipality by the: - National Department of Tourism
- Provincial Department of Tourism



10. What training support do you provide as a Provincial Tourism Department to Districts to implement tourism initiatives?



11. What, if anything, do you think can be done in order to improve implementation of the NTSS?

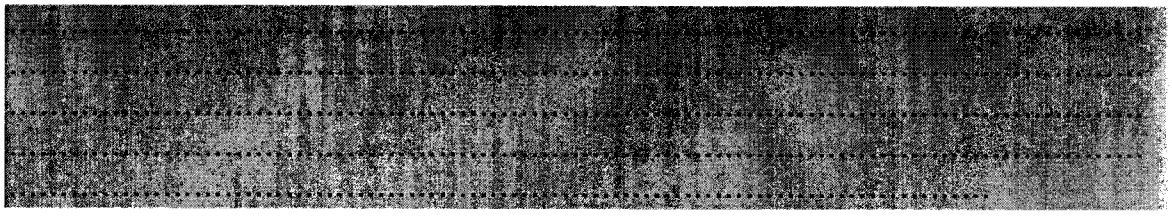


Section D: Open-ended questions for a tourism manager at the National Department of Tourism

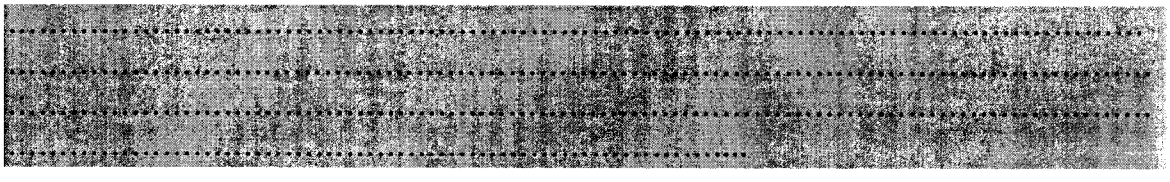
1. What is the budget allocated to municipalities for the implementation of the NTSS by the National Department of Tourism to assist with implementation?



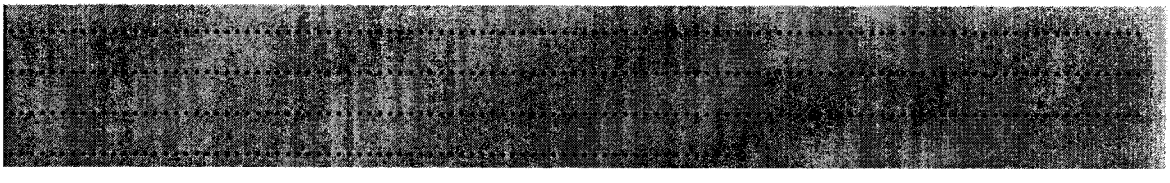
2. What skills-related support is provided by the National Department of Tourism to provinces and municipalities to implement the NTSS and other tourism initiatives?



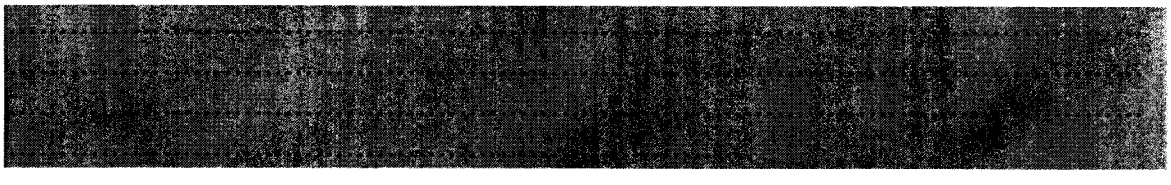
3. What is the level of alignment between the NTSS, provincial tourism master plan and provincial growth and development strategies?



4. What is the level of alignment between the NTSS and District's Integrated Development Plans?



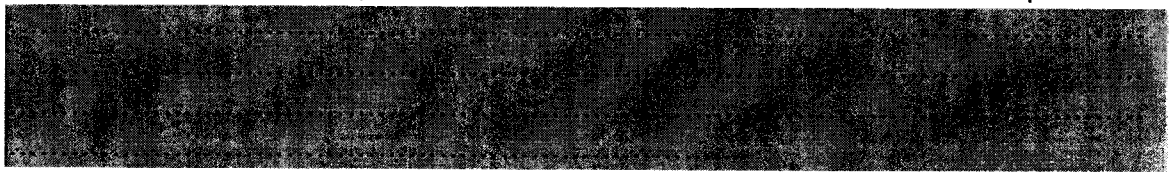
5. What type of support has the National Department of Tourism provided for the establishment of Provincial Tourism Forums?



6. What type of support has the National Department of Tourism provided for the establishment of District Tourism Committees?



7. Does the National Department of Tourism have an implementation plan for the NTSS? If yes, was the plan discussed with Provinces and District Municipalities?



8. What do you think can be done to improve implementation of the NTSS?

